

# Town of Cameron

Wood County, Wisconsin

## Comprehensive Plan 2007

Prepared by:  
Town of Cameron Plan Commission  
with assistance from  
Wood County Planning & Zoning Office

January, 2007

# TOWN OF CAMERON COMPREHENSIVE PLAN

## Town of Cameron Plan Commission

Corinne Johnson, Chairman  
Derrick Backaus  
Stanley Backaus  
Ronald Beers  
John Damrau

## Town Board

John Damrau, Chairman  
Jim Tremelling, Supervisor  
Jim Schreiner, Supervisor  
Nancy Tremelling, Clerk  
Shari Immerfall, Treasurer

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with assistance from the  
Wood County Planning & Zoning Office

Gary Popelka, AICP, Project Manager  
Jason Grueneberg, Planner  
Justin Conner, GIS Specialist

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## INTRODUCTION

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The Town of Cameron adopted their first comprehensive zoning ordinance in 1964. In 1991, with changes in the community and because of the influence the City of Marshfield had on Cameron's growth, the ordinance was the subject of a comprehensive update. Like most town ordinances, the plan was not based on a community plan at the time it was adopted. It wasn't long after that that Town officials agreed that it was time to create a development plan for the community. In 1994, a comprehensive development plan was written, providing the first future land use plan for Cameron. Although efforts were made to follow that plan, continued growth of the City resulted in major differences between what was planned and what actually occurred. Marshfield annexed land from Cameron to create the Mill Creek Business Park. That area was planned to be a large lot residential area, tagged with the classification of "rural estate." With the annexation, it was destined to become a commercial business park.

It was about the same time that plans were being made at the State level to relocate portions of U.S. Highway 10 and expand it to a four-lane highway, connecting the northern portions of Wood County with Interstate 39 to the east. This proposal would have a major impact on what was to be agricultural land uses in the 1994 future land use plan.

With all the changes that were occurring, the Town took the initiative to cooperate with the City of Marshfield to create a joint planning committee and enter

into a boundary agreement. A comprehensive plan was developed for the boundary area in 2001. That plan was adopted and land in the boundary agreement area was, subsequently, rezoned to accommodate the commercial and residential uses for which the area was designated.

Enactment of Wisconsin's 1999 comprehensive planning legislation was timed right for Cameron. With the 1994 comprehensive plan needing to be completely revised, with State plans for relocating Highway 10 throughout the town, and with Marshfield's annexation of the Mill Creek Business Park land and subsequent boundary agreement with the town, it was a good time to begin the process to make comprehensive revisions to the future land use plan. This document is the result of those efforts.

Chapter 66.1001, Wisconsin Statutes, requires comprehensive planning in each county, city, village and town that engages in land use regulatory activities, such as zoning or subdivision ordinances. The comprehensive plan must contain nine elements, including 1) an issues and opportunities element, 2) a housing element, 3) a transportation element, 4) a utilities and community facilities element, 5) a natural and cultural resources element, 6) an economic development element, 7) an intergovernmental cooperation element, 8) a land use element and 9) an implementation element. In addition, by January 1, 2010, all local governments' land use-related actions regarding any ordinance, plan or regulation will be required to be consistent with its adopted comprehensive plan.

## 1. ISSUES AND OPPORTUNITIES

### Demographic Trends

#### Introduction

This section focuses on the population makeup of the Town, analyzes trends and identifies issues on which those trends may have an impact, such as providing municipal services and facilities in the future or maintaining existing services and facilities. Where it may be helpful in understanding the local data, comparisons of the Town's demographics to surrounding towns and villages, or those of Wood County, are presented.

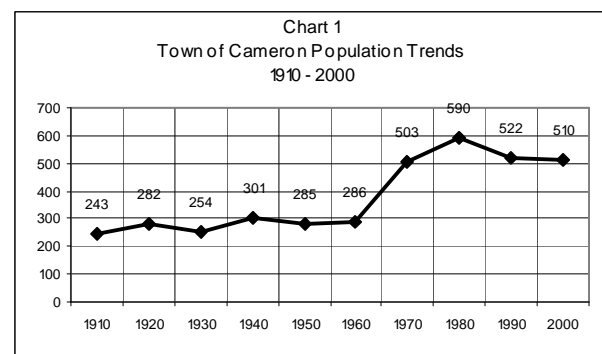
#### Population Growth and Distribution

The Town of Cameron's growth charts show the effects of growth and annexations that have occurred over the years. The official census counts for the town are listed in Table 1 and illustrated graphically in Chart 1. Between 1910 and 1960, the population numbers were relatively stable, averaging 275. Then, between 1960 and 1970, Cameron experienced the same suburban movement that was common in communities that were adjacent to cities, not only in Wood County and Wisconsin, but throughout the nation. During that 10-year period, Cameron's population grew by over 75%, from 286 to 503. A growth of another 17% during the next 10-years, 1970 to 1980, led the town to what has been inevitable for many communities, annexation. The annexations were inevitable because the town could not provide the municipal services that were needed, primarily sanitary sewer and water. Since 1980, Cameron's population has declined by nearly 2.5% per decade. The Wisconsin Department of Administration estimated the 2005 population to be up slightly to the 1990 figure of 522.

Cameron entered into a boundary agreement with the City of Marshfield in 1999 so that both communities could better plan for shifting population and commercial properties so that changes in municipal services of each community can be properly timed. More will be said about the boundary agreement in other parts of this plan.

YEAR	POPULATION	NUMBER CHANGE	PERCENT CHANGE
1910	243		NA
1920	282	39	16.1
1930	254	-28	-9.9
1940	301	47	18.5
1950	285	-16	-5.3
1960	286	1	0.4
1970	503	217	75.9
1980	590	87	17.3
1990	522	-68	-11.5
2000	510	-12	-2.3
2005 (est)	522	12	2.4

Source: U.S. Census of Population & Wisconsin Department of Administration.



It is helpful for town officials to know how their community compares to neighbors. Table 2 presents a comparison of the Town's population to area communities. Scanning the list, it can be seen that, between 1980 and 2000, all but two municipalities – the

Town of Cameron and the City of Marshfield – gained population. During that timeframe, the entire area increased by 4.05%. Cameron's loss of population during that timeframe was primarily because of annexations to the City of Marshfield and the Village of Hewitt. City officials challenged the census count, suggesting that, instead of losing population, the city actually grew. Out-migration to Lincoln, McMillan and the Town of Marshfield may explain the City's population loss in 2000. It is likely that the planned relocation and reconstruction of U. S. Highway 10 will influence some movement to Cameron by both the residential and commercial communities. The Town should, then, experience growth in the future, in the number of housing units, population and commercial establishments. That is the subject of the following paragraphs.

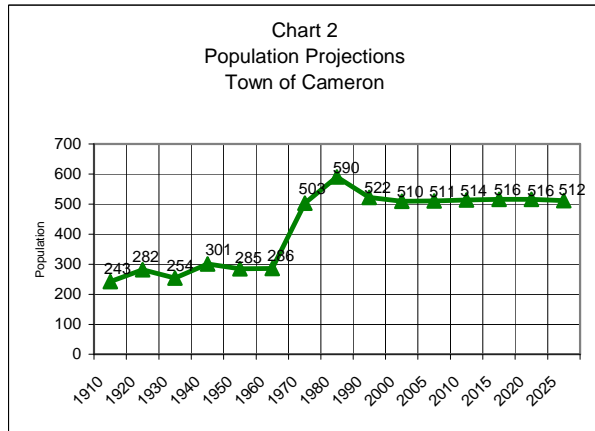
COMMUNITY	1980 POP.	1990 POP.	2000 POP.	Pct. CHG. 1990 - 2000	MEDIAN AGE YEAR 2000
Cameron	590	522	510	(2.30)	41.0
Lincoln	1,269	1,429	1,554	8.75	38.3
Marshfield T.	784	767	811	5.74	38.5
Richfield	1,235	1,344	1,523	13.32	36.2
Rock	745	764	856	12.04	36.9
Hewitt V.	470	595	670	12.61	35.6
Marshfield C.	18,290	19,293	18,800	(2.56)	38.7
AREA TOTAL	23,383	24,714	24,724	4.05	37.9

### Population Forecasts

To properly plan for future services in Cameron, town officials must have a sense of the changing age structure of the population and of the numbers that are expected to live in the town in the future.

State agencies study future population expectations for anticipated funding levels of their programs and the town must do the same. Population projections are speculative and no person can forecast a community's future perfectly because of such things as changing economics, physical demands on the environment, changing political climate at all levels and, in the case of Cameron, annexation that occurs because of a need for certain municipal services the town can not provide. By using historic data from the community, one can foresee, with some accuracy, what the near future holds for the community as with regard to expected demographics.

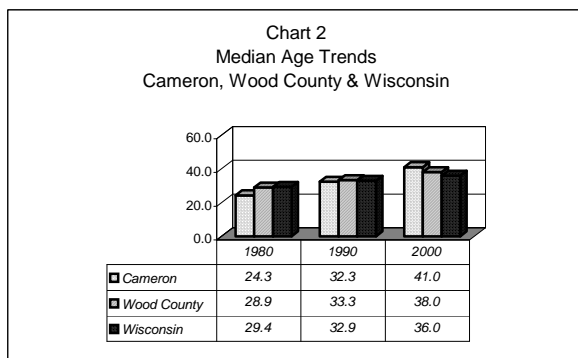
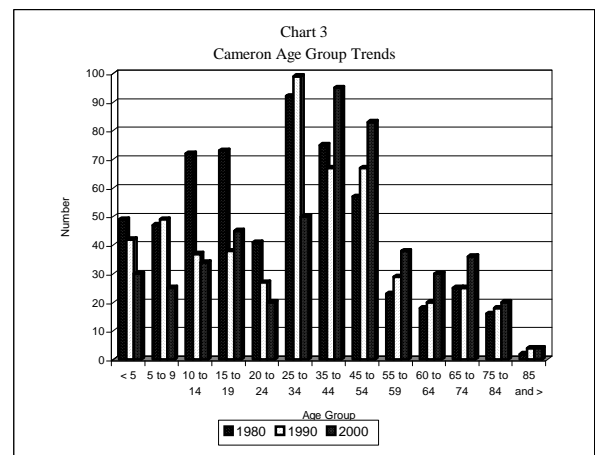
The Wisconsin Department of Administration's Demographic Services Center is the agency that prepares the official population and housing projections for the State of Wisconsin. Projections by that agency are often required when a municipality is applying for various State-funded programs. The Center uses several projection methods in an attempt to get the most accurate numbers. Those projections are illustrated in Chart 2. According to Demographic Services Center projections, the Town of Cameron can expect their population to remain extremely stable, virtually no fluctuation at all. The 2000 census was 510. According to the State projections, that number is expected to increase very slightly to 514 by 2010 and 516 by 2020. Thinking subjectively, this projected change could be affected by the reconstruction of Highway 10 to a four-lane highway, which will likely increase the demand in Cameron for both commercial and residential properties. The real impact of the new highway, though, remains to be seen.



**Age Distribution**

Chart 3 illustrates the aging of population in the Town of Cameron, Wood County and Wisconsin since 1980. Cameron’s current median age of 41.0 is nearly 17-years older than the 1980 median age. That change is much more rapid than the change in Wood County’s median age, which was about 9-years older than in 1980. Wisconsin’s median age increased by only seven and a half years during the same period, from 29.4 in 1980 to 36.0 in 2000. The median age for the Greater Marshfield Area communities listed in Table 2 was 37.9 in the year 2000.

median age been driven by something else? Chart 3 provides some detail about the population of various age groups from 1980 to 2000. The main thing that can be seen in this chart is the large drop in population in the first six age categories, which is offset by the large increase in population in the last seven age categories. The 15 to 19-year old group is the only exception and, although there was a small increase in this cohort between 1990 and 2000 (7 people), there was still a very large decline between 1980 and 2000 (28 people). All totaled, the six lower age cohorts lost 170 people, or 45.5% over the 20-year period and the seven higher age cohorts gained 90 people, or 41.7%. The increase



Source: U.S. Census of Population.

Source: U.S. Census of Population.

in the median age in the town can be explained by this change. Table 3 shows the actual numeric and percent change in each age cohort. The decline on the younger age groups will have an impact on schools and the types of recreation facilities that are needed in the area. Conversely, the increase in the older age groups will impact community service needs and facilities. It is likely that, given the small size of Cameron and the fact that there are few residential subdivisions in the town, the median age of the population will continue to increase during the planning period.

Why has Cameron’s median age risen so rapidly? Has it been a drastic reduction in children under the age of 18? Has it been caused by increased longevity of the elderly population? Or, has the change in



Age Cohort	1980	1990	2000	1980-1990	1990-2000
<5	49	42	30	-14.3%	-28.6%
5 to 9	47	49	25	4.3%	-49.0%
10 to 14	72	37	34	-48.6%	-8.1%
15 to 19	73	38	45	-47.9%	18.4%
20 to 24	41	27	20	-34.1%	-25.9%
25 to 34	92	99	50	7.6%	-49.5%
35 to 44	75	67	95	-10.7%	41.8%
45 to 54	57	67	83	17.5%	23.9%
55 to 59	23	29	38	26.1%	31.0%
60 to 64	18	20	30	11.1%	50.0%
65 to 74	25	25	36	0.0%	44.0%
75 to 84	16	18	20	12.5%	11.1%
85 & older	2	4	4	100.0%	0.0%

Source: U.S. Census of Population and Wood County Planning & Zoning Office.

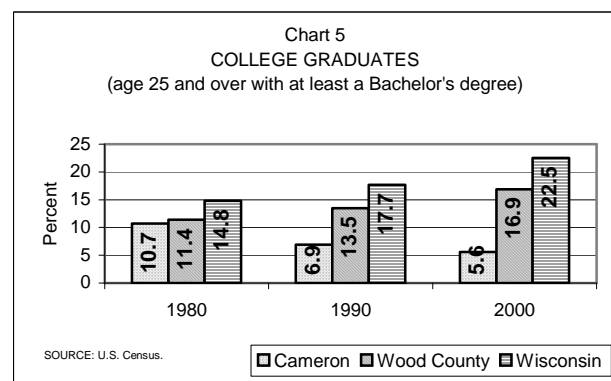
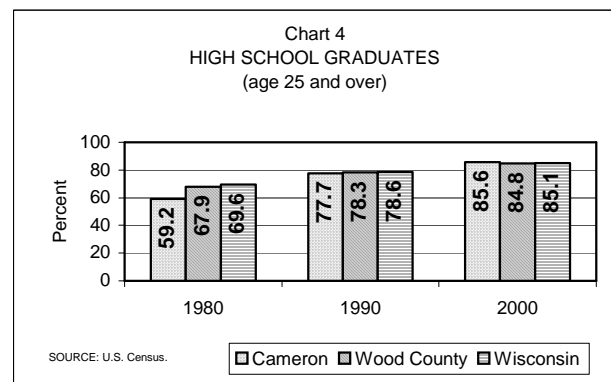
## Educational Levels

In the past, the proportion of high school graduates in Cameron has lagged behind the state and county (Chart 4). In the past 10-years, however, Cameron's proportion of high school graduates increased faster than both the state and county and is now comparable to and, in fact, slightly exceeds both of the others. In the 20-years, from 1980 to 2000, the proportion of high school graduates in Cameron has gone from 59.2% to 85.6%, an increase of 26.4%, compared to a 16.9% increase for Wood County and an increase of 15.5% for Wisconsin.

Chart 5 shows the proportion of population, age 25 and over, that has at least a bachelor's degree from college. In 1980, 10.7% of Cameron's population had obtained a college degree. As a comparison, county wide, 11.4% had received bachelor's or higher college degrees and 14.8% had received those degrees at the state level. There was a trend reversal in Cameron between 1980 and 1990. In 1990, the proportion of college graduates dropped to 6.9% while the County's number increased to 13.5% while the County's number increased to 17.7%.

13.6% and Wisconsin's climbed to 17.7%. The decline in Cameron was probably due to annexations of residential areas to the City of Marshfield.

Technical college programs are very important in Wood County. The proportion of the population that has Associate degrees is not reflected in Chart 5, but should be noted. Statewide, 7.5% of the population, age 25 and over, have obtained two-year degrees from the technical college system. In Wood County the figure is somewhat higher at 8.1%, but in Cameron, 15.5% of the population has earned an Associate degree. This is an important fact because the technical colleges will most likely continue to be an important element of Wood County's educational system.



## Income & Poverty

Table 4 lists the median income levels in Cameron, Wood County and Wisconsin. It is interesting to note that

Cameron's household, family and per capita income levels are significantly higher than the county and state. This is probably due to the large proportion of the local population that has Associate degrees and is working in technical fields for Marshfield's industrial and medical employers.

1999 INCOME	CAMERON	WOOD COUNTY	WISCONSIN
Household	\$51,528	\$41,595	\$43,791
Family	\$58,000	\$50,798	\$52,911
Per Capita	\$22,148	\$20,203	\$21,271

SOURCE: U.S. Census of Population, 2000, Table DP-3.

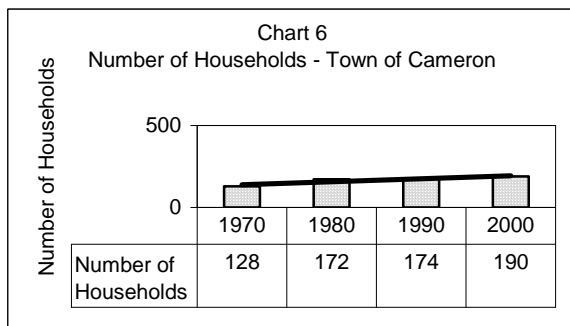
Poverty figures are also reported in the U.S. Census reports. Of the 510 persons who lived in Cameron in 2000, 27 were below the poverty level. That is 5.3% of the Town's population and is no change from 1990. Of all families in the Town, 3.7% had incomes below the poverty figure.

Poverty figures for Wood County, in 2000, were 6.5% of individuals and 4.4% of families. For Wisconsin, the figures were 8.7% and 5.6% for individuals and families, respectively.

**Households<sup>1</sup>**

**Households and Household Size**

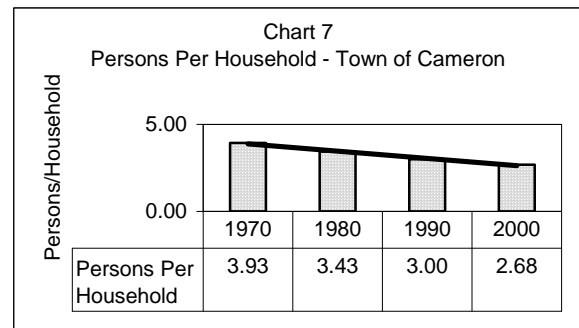
Charts 6 and 7 illustrate two trends for households in Cameron, trends that have been found to be common among Wood



County communities. First, the number of households continues to increase. In 1970, there were 128 and in 2000, there were 190. The second trend is a continuous decline in the average number of persons per household. Again, in 1970, the average household size in Cameron was 3.93 persons. In 2000, the size had gone down to 2.68 persons per household. Whereas larger families were the norm in 1970, family size has decreased as technology replaced the need for more people to help farm, more commuters migrated to the Town to have more space and double-income families resulted in fewer children being born. The trend for more smaller households is likely to continue throughout the planning period, although it will probably be at a slower rate than in past years, as children of the "baby boomers" leave home to start households of their own.

**Household Forecasts**

The number of households is a function of population and population per household. Factors to consider in



determining the number of households to expect during the planning period include future population levels, which, as noted, are expected to remain stable, and decreasing household sizes. In the year 2000, there were 190 households in Cameron. The population per household figure declined from 3.00 in 1990 to 2.68 in 2000. Assuming the 2020 population projection of 516 is correct and further assuming that the population per household will drop at a somewhat slower rate, rate than in the past 20-years (-0.50 from 1970 to 1980; -0.43

from 1980 to 1990; -0.32 from 1990 to 2000) to 2.28 (-0.20 persons/household per decade), the number of households in the year 2020 will be 226. That is a gross increase of 17 households between 2000 and 2010 and another 19 between 2010 and 2020. Household trends and projections are summarized in Table 5.

Year	Population	Households	Population/ Household
1970	503	128	3.93
1980	590	172	3.43
1990	522	174	3.00
2000	510	190	2.68
2010	514	207	2.48
2020	516	226	2.28

Source: U.S. Census, Wisconsin Department of Administration and Wood County Planning & Zoning Office.

### **Employment Characteristics**

The Town of Cameron is a commuter, or “bedroom” community to the City of Marshfield. Formerly a strong agricultural community, there are fewer working farms, partially due to the spread of the city into Cameron. The proposed relocation of U. S. Highway 10 during the planning period will have even greater impact on the town because of an expected increased demand for commercial uses near the new highway. According to the 2000 census, the civilian labor force (persons age 16 and over) in the Cameron was 355, 97% of whom were employed. Commuting jobs (those not associated with farming and not reported as “worked at home”) account for over 95% of the total. The mean travel time to work is an average of 16.7 minutes. Both the job classifications and the travel time

demonstrate how jobs in the City of Marshfield contribute to the commuter nature of Cameron. The types of occupations of Cameron’s labor force in 2000 are listed in Table 6.

OCCUPATION TYPE	NUMBER
Management, professional & related	333
Service occupations	78
Sales & office occupations	163
Farming, forestry & fishing	17
Construction, extraction & maintenance	87
Production, transportation & material moving	125
Total	803

Source: U.S. Census of Population, 2000, Table DP-3.

## 2. HOUSING

### Housing Assessment

*Statement of overall objectives, policies, goals and programs of the Town to provide an adequate housing supply that meets existing and forecasted housing demand.*

In a recent community survey, the residents of the Town of Cameron expressed the opinion that the overall appearance and quality of housing in the Town is “about average” (68% of respondents) to “very good” (32% of respondents). Only one percent of the survey respondents thought the appearance and quality of Cameron’s housing was poor. ***It is an overall objective of the Town to encourage home improvements and development standards that will enhance the overall appearance of the Town’s housing, while increasing the structural quality of the homes.***

According to the 2000 U. S. Census, 12.6% of the housing units in Cameron are rental units. The average value of houses in the Town was \$99,600, according to census figures, with a good distribution of various housing values throughout the community. ***It is an overall objective of the Town to continue to encourage development of affordable housing to continue attracting working-age population with families, as experienced between 1990 and 2000, and to make our community affordable to those who are leaving the work force.***

The type of housing needed in Cameron, according to the community survey, could be classified as “affordable.” Thirteen percent of the responses suggested a need additional rental units, either duplexes or multiple-family units. Also, respondents favored allowing development on large, scattered lots. ***As an overall housing objective, the Town, through its community plan and zoning ordinance, will promote development at a density***

***that is considered lower than many suburban communities. Developers who desire to construct rental units will be encouraged to do so in areas of the town where, in the case of multi-family units, the housing type will be compatible with neighboring residential uses and have an opportunity to provide municipal sewer and water through annexation, if necessary.***

### Age of Housing Stock

According to the 2000 census, there are 205 total housing units in the Town. The “Population Growth and Distribution” discussion noted that Cameron’s suburban growth began during the 1960s and continued through the 1980s. That suburban growth is verified by the information in Table 7. The construction of housing units showed an increase between 1960 and 1969 and peaked during the 70s. During the 1980s, there was a decline in the new housing units, but that is mostly attributable to annexation of portions of the town to Marshfield. During the 1990s, the number of new housing units was once again near the earlier levels.

YEAR BUILT	HOUSING UNITS	PERCENT OF TOTAL
1990 – March 2000	32	15.7
1980 – 1989	20	9.8
1970 – 1979	37	18.0
1960 – 1969	31	15.1
1940 – 1959	27	13.2
1939 or earlier	58	28.3
TOTAL HOUSING UNITS	205	100.0

Source: U.S Census of Population, 2000, Table DP-4.

Forty-three and a half percent of all the housing units in the Town of Cameron were built since 1970 and nearly 60% were constructed since the suburban movement

started in the 60s. Portions of the town have been annexed to Marshfield over the years and it is difficult to determine how much additional land in Cameron will be annexed to the city during the planning period after U.S. Highway 10 is reconstructed. It is important for the town to plan where growth areas should be located and, of equal importance, if and how agricultural uses will be protected from encroachment of non-farm uses.

### **Structural Value**

The structural value of owner-occupied housing in the Town of Cameron is listed in Table 8. Nearly half (48.7%) of all housing units are valued between \$50,000 and \$99,999. "Middle income" housing, ranging from \$100,000 to \$149,999, makes up 36.3% of all units and "upper-middle" to "upper" income housing is 13.3% of the total.

VALUE	NUMBER OF UNITS	PERCENT OF TOTAL
Less than \$50,000 -	2	1.8
\$50,000 - \$99,999	55	48.7
\$100,000 - \$149,999	41	36.3
\$150,000 - \$199,999	14	12.4
\$200,000 – \$299,999	0	0
\$300,000 - \$499,999	1	0.9
\$500,000 or more	0	0
Median – Cameron	\$99,600	-
Median – Wood Co.	\$81,400	-
Median-Wisconsin	\$112,200	-

Source: U.S. Census of Population, 2000, Table DP-4.

The value of housing units is a factor both of age of the unit, its location and the local economy. Much of Cameron's labor force (41.5%) is in the "professional and management" occupations and, thus, is in a position to pay more for housing than lower paying occupations. The median value of housing in Cameron is 22.4% higher than Wood County as a whole. Both the Town and the County have substantially lower median housing values than the State, which is reflective of the overall lower cost of living outside the large metropolitan areas of Wisconsin. The housing values in Cameron indicate that housing in the Town is affordable and there is good opportunity for persons of all income levels to live in Cameron.

### **Occupancy Characteristics**

The occupancy status of housing units in the Town of Cameron has become slightly more owner- and less renter-occupied during the past 20-years (Table 9). In 1980, 135 of the 178 housing units, or 76%, were owner-occupied. There was very little change between 1980 and 1990, but between 1990 and 2000, the proportion of owner-occupied housing climbed to 83% of the total housing stock.

Year	Owner Occupied	Renter Occupied	Vacant	Total Households
2000	166; 83%	24; 12%	11; 6%	201
1990	141; 78%	33; 18%	6; 3%	180
1980	135; 76%	37; 21%	6; 3%	178

Source: U.S. Census of Population, Table DP-1.

The actual number of owner-occupied housing units continually increased during the 20-year period from 1980 to 2000. The number of owner-occupied housing units increased by six between 1980 and 1990, with another 25 units added from 1990 to

2000. The number of renter-occupied housing units has fallen since 1980 when there were 37. In 2000, the number of rental units was down to 24. The proportion of rental units to owner-occupied units, however, continues to be at a favorable level and provides affordable housing opportunities for persons who either cannot afford to own homes, or choose not to.

It is interesting to analyze the tenure of householders, or how long they have lived in their homes, in communities. Table 10 shows this data for Cameron. Of the owner-occupied housing units, 23.6% have lived in their Cameron home for five or fewer years and 41.7% for 10 or fewer years. This compares to 40.3% and 56.8% for Wood County for the periods. County numbers indicate more population movement than do Town numbers, but the numbers for Wood County also take into consideration a very large number of rental units, group homes, nursing homes, etc. that are located in cities and villages, but not in the Town of Cameron. The Cameron tenure figures show that nearly a quarter of the population has moved into the town during the most recent census period.

YEARS	PERCENT OF TOTAL	
	TOWN OF CAMERON	WOOD COUNTY
1995 – March 2000	23.6	40.3
1990 – 1994	18.1	16.5
1980 – 1989	22.6	17.6
1970 – 1979	16.6	11.9
1969 or earlier	19.1	13.8

Source: U.S. Census of Population, 2000, Table DP-4.

### Housing Policies and Programs

*Policies/programs to promote development of housing for residents of Cameron.*

- Zone areas for residential development where public sewer and water can serve higher densities, in the future, if problems arise with regard to groundwater quality or quantity.
- Work with the City of Marshfield to promote planned development in the service area of the Marshfield Sewer Service Area Plan.
- Continue participating with Marshfield in the joint planning area of the boundary agreement area to assure that residential uses in Cameron are protected from encroachment from other uses to protect residential property values.
- Encourage cluster-type residential development to maintain the rural, open character of the town, while allowing new housing units to be constructed.

*Policies/programs that provide a range of housing choices that meet the needs of persons of all income levels, all age groups and special needs.*

- Develop zoning standards that promote development at a density that is considered much lower than many suburban communities, yet allow for lot sizes that make the land affordable for lower-income homeowners.
- Encourage developers of rental units to build those units in areas of the town where, in the case of duplexes and other multi-family units, the housing type will be compatible with neighboring land uses.

*Policies/programs that promote the availability of land for development or redevelopment of low- & moderate-income housing.*

- Allow various lot sizes that are conducive to different housing types.
- Encourage the adaptive reuse of old commercial and industrial buildings, possibly to rental housing units.

*Policies/programs to maintain or rehabilitate the existing housing stock.*

- Encourage homeowners to participate in paint-up/fix-up events.
- Encourage volunteers or civic organizations to help those who are physically unable to maintain their property.
- Educate property owners about the Town zoning ordinance and other ordinances that may affect them, including activities that may require permits. The Town will work with Wood County to help make information available to town residents.

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### 3. TRANSPORTATION

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#### General

The purpose of this section is to describe the Town's transportation system, assess current and future changes and additions to that system, describe how the transportation system relates to other segments of the comprehensive plan, develop goals and objectives for the transportation system and establish local programs that will seek to achieve those goals and objectives.

#### Transportation System

Although small in geographic size, the Town of Cameron has large transportation issues. In addition to a dozen town roads, Cameron also has portions of two county highways (County Road A and County Road BB), a state highway (Highway 13) and a U. S. highway (Highway 10). Major reconstruction of U. S. Highway 10 and the potential change in the designation of the Highway 13 route will have major impacts on Cameron. Bicycle and pedestrian facilities are also an issue that needs to be addressed in an urbanizing community like Cameron. Although the nearest airport is in the City of Marshfield, the flight patterns and Federal Aviation Administration's (FAA) airport height zoning limitations map directly affects Cameron property. Each of these issues will be discussed separately.

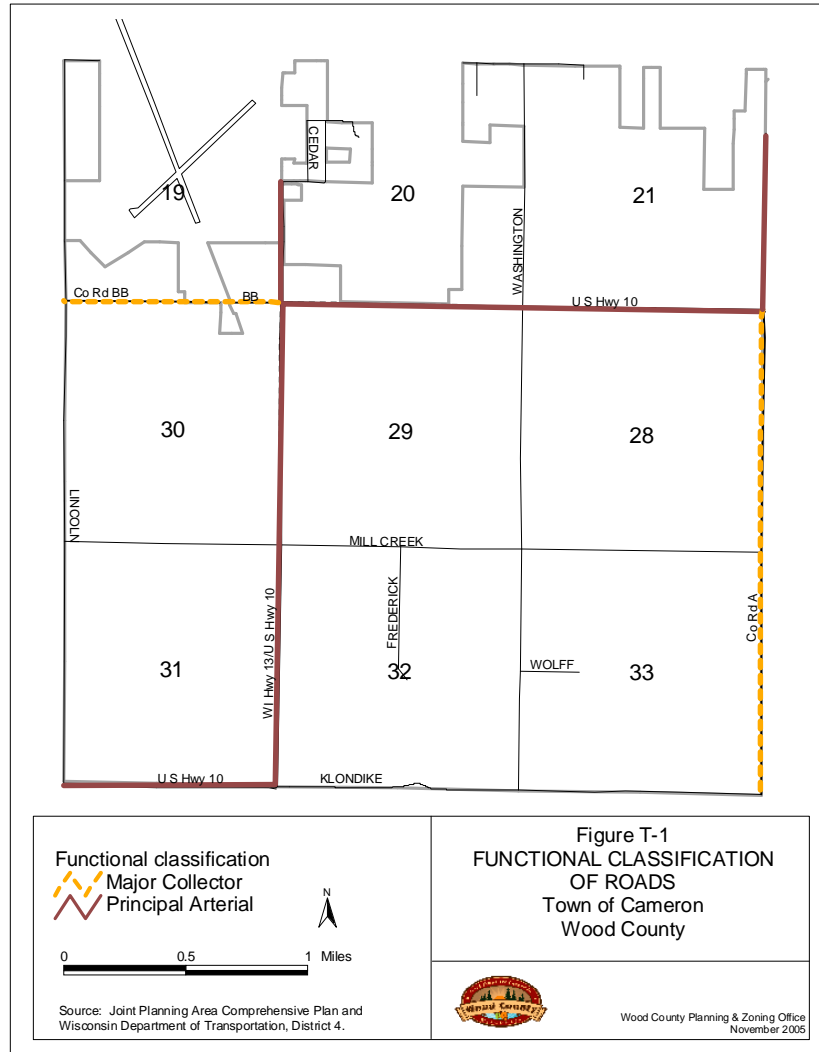
#### Streets and Highways/Functional Classification

Different roads are designed to serve specific functions. For example, an internal subdivision street is meant to provide access to individual lots. These streets sometimes include tight curves, may be narrower than higher function roads and have lower speed limits (i.e., 25 mph) for the safety of users and because of the numerous driveways. The subdivision

street may connect to a local road that collects traffic from many subdivisions. This *collector street* may be wider, straighter, have fewer access points and have a higher speed limit (i.e., 35 or 45 mph) than the local street. A function of the collector is to move larger volumes of traffic. The collector street may, then, connect with a county road. The collector street can be classified as a *minor* or *major* collector, depending on its location, traffic counts and other factors. The function of the county road may be to serve as an *artery* from the town to employment centers in the adjoining city. These arterials may be even larger than the collector because they carry traffic from several collector streets. Arterials should have fewer access points than collectors and may be multi-lane with higher speed limits (i.e., 55 mph). In large urban areas, arterials may channel traffic to larger, or *principal, arterial highways*, such as an interstate highway that has divided lanes and speeds of up to 65 mph or more.

The map in Figure T-1 shows the road network in the Town of Cameron. The functions, or functional classifications, of the roads are shown and include County Road A as a major collector south of Highway 10 and as a principal arterial north of the highway, Highways 10 and 13 as principal arterials and County Road BB from the junction of Highways 10 and 13 to one mile west as a major collector. Preserving the functionality of these roads is important to the town's development. If access points are permitted close to each other and in great numbers, traffic will find another route, sometimes upsetting local traffic flows through, say, residential areas. They find shortcuts which can cause new problems in other areas of town. Degrading the functionality of a road may create a need to relocate that road, such as in the case of Highway 10. As traffic shifts, demands will increase for new types of land uses; agricultural to commercial or residential, for example. That will create new concerns and issues for the established land uses. Properties may be allowed to deteriorate, or





haphazard changes in land uses may spring up.

**Highway 10 Relocation.**

The Wisconsin Department of Transportation has been working on the reconstruction and, in some areas, relocation of U.S. Highway 10 (Figure T-2). The Town of Cameron will be impacted by relocation of the highway throughout the town. In the Town of Cameron, the relocation will have the most impact in Sections 28 and 29 where the highway will be moved several hundred feet south of its present location and widened to four-lane. A major intersection will be located at the

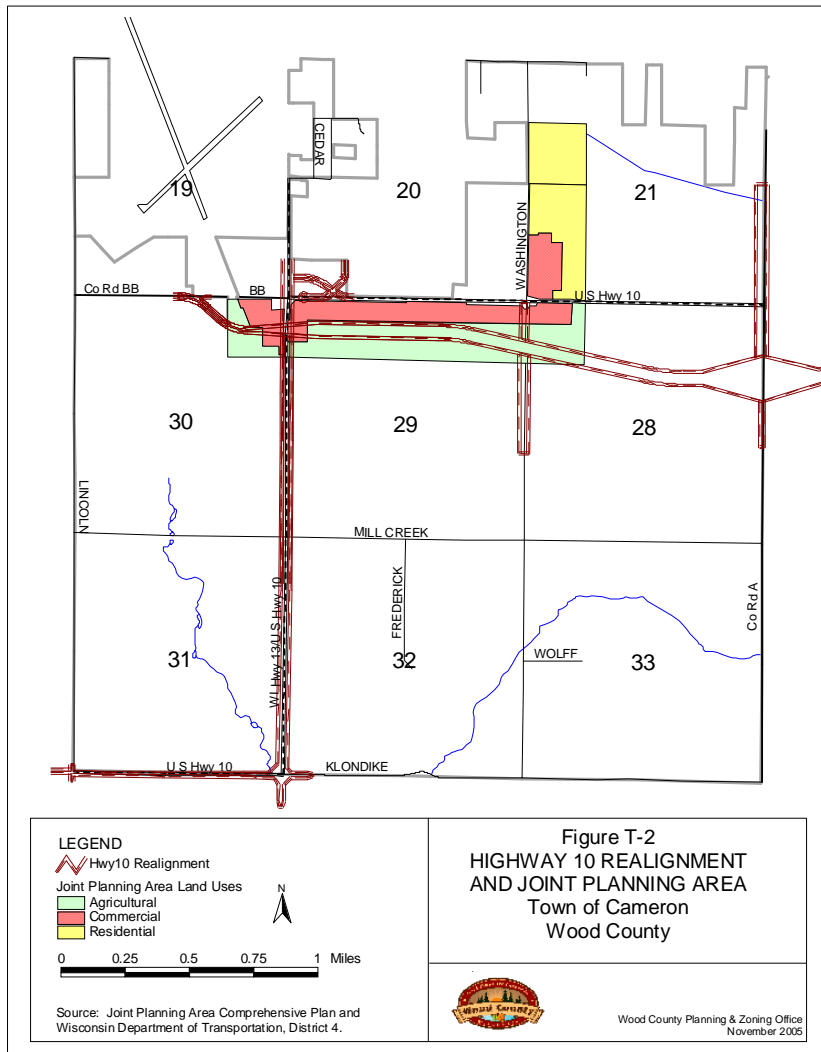
junction of Highway 10 and County Road A. In Section 30, County Road BB will be realigned to the south to match up with the new location of Highway 10 where it turns south. All of these improvements are scheduled for 2009 and 2010. Improvements will also be made to Highway 10 along its present alignment where it travels south for about two miles, then turns to the west along its present alignment. These improvements are scheduled for 2011.

The relocation of Highway 10 will cause some displacements of residential and commercial uses in Cameron. There will be 15 residential displacements and two

commercial displacements, according to the environmental assessment report for the project. Total acquisition costs are \$1.6 million. Total property taxes paid on these parcels is \$27,453.13 (2005). The displaced residents will probably relocate in Wood County. They may, however, move into the City of Marshfield or to an adjoining town, thus leaving Cameron without that tax base. The loss may have some impact on local services.

A portion of the Highway 10 relocation is located within the joint planning area of the Town of Cameron and the City of Marshfield (Figure T-2). In a joint boundary agreement, the two communities

decided that land that lies between the new highway and the existing highway will be zoned and used for commercial purposes. Land lying south of the new highway will continue to be used for agricultural purposes. Any change in that philosophy will be subject to further review of the joint plan commission and rezoning. The Town also needs to be concerned about the future land uses that may be proposed outside of the joint planning area, but adjacent to either the relocated highway or the current alignment. There will probably be a demand for commercial development and, with the upgrading of Highway 10, there may be residential subdivision proposals. The town needs to be aware of the impacts



of these proposals on municipal services, the potential requests for annexation of additional town lands to the city and the impacts such proposals have on current agricultural activities. Although some of the proposals may occur outside of the joint planning area, the Town should consider the impact that development may have on city services or land uses, if immediately adjacent to the city boundary.

### **Highway 13 Realignment**

State Highway 13 lies in a north-south alignment along the eastern boundary of the western tier of sections in Cameron. Highway 13 becomes the main backbone through the City of Marshfield, where it eventually intersects with Highway 97, which then connects with Highway 29, a main east-west highway through central Wisconsin. The new Veterans Parkway in Marshfield has been designated to be the new route for Highway 13 in the City. This change has created an awkward jog in the Highway 13 alignment. A possible realignment of Highway 13 has been proposed and discussed, although no action has been taken on it at the time of this writing. It is possible, however, that discussions will be renewed upon the completion of the reconstruction of Highway 10. If such a change occurs in the designation of Highway 13 is implemented, the current corridor will remain as Highway 10 only. There are development implications with this scenario. The new Highway 13 route may become more attractive for new development. The Town should coordinate with the City on development proposals that would change the land use along that corridor.

### **Airports**

Cameron is served by two airports; the Marshfield Airport/Roy Shwery Field (MFI) and the Central Wisconsin Airport (CWA) in Mosinee. CWA provides commercial airline service to the area.

Three airlines, Northwest/Mesaba Airlines, Midwest Connect/Midwest Airlines and United/Air Wisconsin, provide 18 flights per day which connect through Minneapolis, Chicago, Detroit and Milwaukee. There are also nine air freight and express flights daily.

Central Wisconsin Airport is a joint venture of Marathon and Portage Counties. The airport was constructed during the mid 1960's to provide a regional facility to ensure continued quality air service for North Central Wisconsin. The facility opened for operation in October of 1969. The terminal has been modernized and the highway access has been improved to make access to the airport more convenient.

This airport has two runways that are grooved concrete, precision instrument landing procedures to both runways for all weather operations, an air traffic control tower and all the other amenities of a modern airport. Since 1982, more than \$40,000,000 has been spent to keep the airport ready to serve the business and pleasure needs of the region.

The Marshfield Airport is a local general aviation airport that has two paved runways, including a 5,200-foot concrete runway that will accommodate business jets and other private aircraft. The cross runway is 3,600 feet in length. They also offer aircraft maintenance, jet fuel, a S.D.F. landing system and charter service. The airport is important to the area, providing a facility for businesses to quickly move key personnel from one site to another, for medical flights, for agricultural spraying, for recreational flying, etc. The airport is located adjacent to the state's first airport business park.

The Marshfield Airport has both direct and indirect impacts on the area's economy. Direct impacts include jobs at the

airport and sales of airport products and services. Indirect impacts include spending by visitors who arrive in Marshfield via the airport. In addition, there are induced economic impacts which include the activities of suppliers to the businesses at the airport, for example electricity, office supplies, aircraft parts, fuel for resale, etc. and suppliers to the businesses that serve

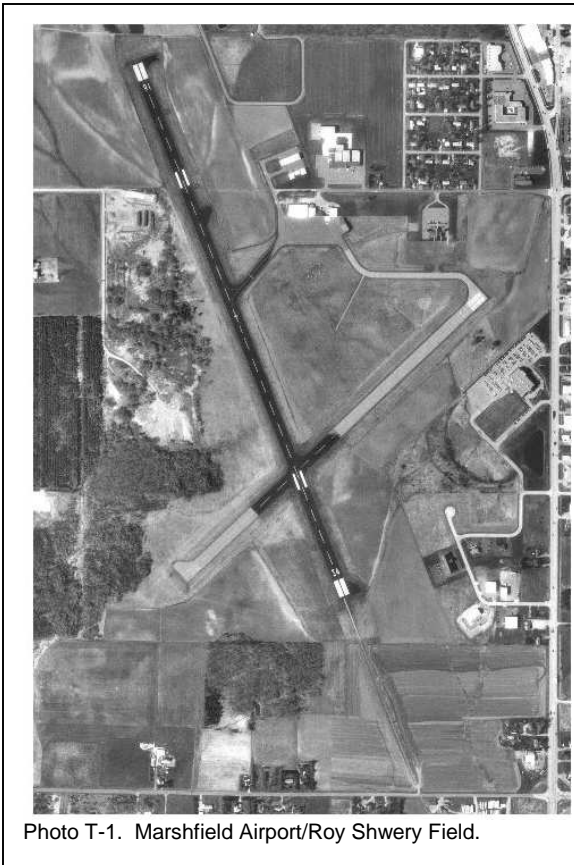


Photo T-1. Marshfield Airport/Roy Shwery Field.

visitors, such as sheets, towels, wholesale food, etc. It also includes activity generated by the airport workers re-spending their income on clothing, housing, groceries, entertainment, etc. The total economic impact of the Marshfield Airport on the area has been estimated to be about \$3.84 million per year.<sup>2</sup>

Airports, by their very nature, create planning issues and opportunities for

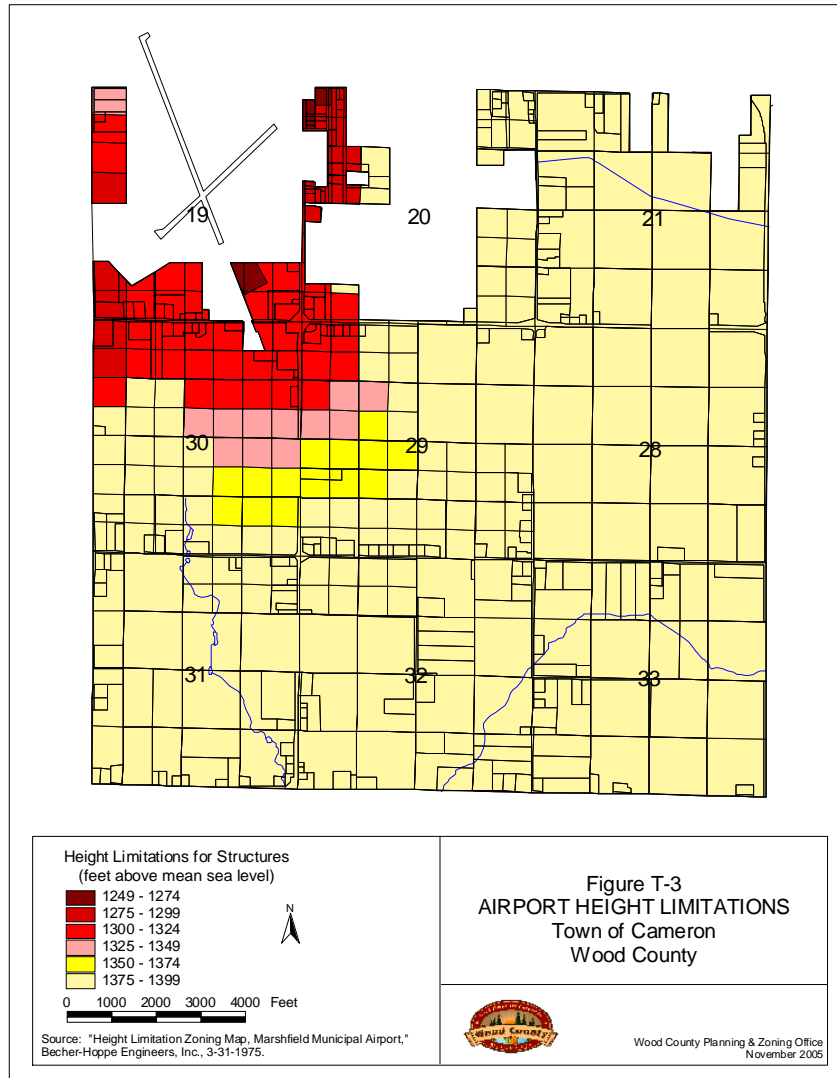
<sup>2</sup> Wisconsin Bureau of Aeronautics, <http://www.dot.wisconsin.gov/projects/docs/mfi.pdf>

communities. Uses near airports will differ depending on the size and function of the airport. Noise is a factor to consider, along with safety issues related to low-flying aircraft, including clear zones at the end of runway approaches and height restrictions. The Federal Aviation Administration regulates heights of structures. All of Cameron's land area is included in the airport height limitation map and these areas should be included in local plans and zoning ordinances as overlay zones. Figure T-3 is a generalized look at the height limitations. Looking at the map, it is obvious that, the closer you get to the end of the runway, the lower the allowable height. All of Cameron is in the approach pattern and that is why the entire town is under height restrictions. Those height limitations haven't hindered development in the town in the past and shouldn't in the future. Special attention should be given to proposals for communications towers, windmills and similar structures.

Compatible uses near an airport the size of Marshfield's might include agricultural uses, commercial and industrial activities and parks. The town should discourage, through the town plan and zoning ordinances, residential development, particularly in the red and pink areas. Other incompatible uses include schools, landfills (because of debris and bird activity), and wetland mitigation (because this type activity may draw wildlife that could cause safety issues on nearby airport runways. In the joint planning area (Figure T-2), the town, with the City of Marshfield, has designated areas as commercial or agriculture. The Town does, indeed, have areas near the airport, but outside of the joint planning area, zoned as agriculture.

### **Bicycle/Pedestrian Trails**

Bicycle trails are becoming more popular as an alternate means of commuting, as well as for recreation purposes. Wood County has an adopted



bicycle/pedestrian plan as does the City of Marshfield. These plans include connecting routes in Cameron. Specifically, Lincoln Avenue, on the town’s west side, and County Road BB are shown to be “future on-road” routes. As County Road BB is being designed for relocation, it would be to the town’s benefit to have a multi-use trail designed into the project, either paralleling the planned new route or near the existing roadway. It would also be an asset to future commercial and residential development in Cameron to plan for multi-use trails to serve the joint planning area and connect to the Mill Creek Business Park trail. Quality of life facilities, like trails, attract new growth, both residential and commercial. Town officials

should consider potential routes and trails to be included in future updates to the County and Marshfield Bicycle/Pedestrian Plans. Finally, the *Wisconsin Bicycle Map*<sup>3</sup> has identified Highways 10 and 13 and County Road A north of Highway 10 as routes that are unsuitable for bicycles. With the relocation of Highway 10, local residents and officials should encourage the Wisconsin Department of Transportation to include safe trails adjacent to the new highway or near the existing routes.

<sup>3</sup> Wisconsin Department of Transportation, May, 1992.

## **Public Transportation**

Another element of the Town's transportation system is public transportation. Providing for the needs of those who are not able to transport themselves has been provided through programs of the County, with the assistance of State and Federal grants. The Town's interest should be in maintaining communications with the appropriate agencies to ensure that what ever programs are available through those agencies be made available to Cameron residents.

Taxi cab service is available to all town residents from Marshfield's Radio Cab. This taxi cab company has additional services available for seniors (reduced rates) and those with disabilities (wheelchair service).

The Aging Resource Center of Wood County has bus service available throughout the county. Service originates at four locations in Marshfield on week days; Cedar Rail Apartments, Norris Manor, Upham Village and Parkview Apartments. This service is wheelchair accessible and is prioritized by medical, nutrition, shopping and social. Volunteer driver service is also available from the Aging Resource Center of Wood County. This non-emergency service is for Wood County seniors, age 60 and over. Priorities are for medical and nutritional purposes. Riders must be ambulatory or accompanied and are billed a percentage of the cost of the trip.

## **Current & Future Changes to the Transportation System**

Future changes to Cameron's transportation have been discussed in detail throughout in this chapter, specifically with regard to the reconstruction/relocation of Highway 10 and possible designation of another route to change Highway 13. The existing Highway 10 will become a local road and County Road BB will be realigned to provide more clearance for the airport

approach. Other changes during the planning period will likely be limited to typical maintenance of County and local roads, possibly including some widening if deemed necessary. County roads may be widened to accommodate bicycles if off-road trails cannot be developed. Local streets will be upgraded and suburban development continues in the Town. Where possible, new developments will be planned with street systems that include links to other local streets or provisions will be made to plan for future extension of those streets, using temporary cul de sacs until the connections or extensions are constructed.

More bicycle and pedestrian trails will be developed to provide Cameron commuters an alternate means to travel to work, school, shopping, parks and other destinations. Town officials have established a communications rapport with county and city officials on other regional projects. Ideas and concepts for bicycle and pedestrian facilities will be forwarded to and incorporated into trail plans being developed by the City of Marshfield and Wood County.

## **Relationship of Transportation System to Other Comprehensive Plan Elements**

In commuter communities, like the Town of Cameron, lifestyle choices of those working in the city, but living in the town, affect the future of surrounding suburban areas. As the town grows, one of the first impacts is on streets. When a new development is proposed in a commuter town, provisions must be made to move the intended population to and from that development to work, school, shopping, parks and other activities. Eventually, existing local streets may become so busy that the street will have to be widened to accommodate peak traffic, speed limits may have to be lowered for safety reasons, or maintenance of roads may more necessary

due to the increased traffic caused by the development. In some cases, the town may have to appeal to the county to take over jurisdiction of the road because of high traffic. Facilities may have to be added to provide a safe area for walkers or bikers.

Transportation system changes will also impact certain community facilities. As more streets are constructed, the demand increases for more road maintenance equipment. In addition, as the town grows and as more roads are constructed, there will come a time that the Town may have to consider hiring a police officer to patrol those streets. Depending on the linking of new to existing streets, or the lack of linking them, costs to provide street maintenance, school bussing and other services that use the streets, could increase. It is less expensive to continue driving through a subdivision, for example, than it is to maneuver a snowplow through a development with cul de sacs.

New streets impact the natural resources and agricultural lands. Cameron has areas of wetlands and floodplains that need to be protected from encroachment of construction of residences and other buildings. The new development also has the tendency to extract land from the valuable agricultural land base. Policies need to be implemented to protect the prime agricultural lands, if it is the desire of town residents to preserve the rural nature of the town as brought out in the community survey.

Intergovernmental cooperation is essential to the development and maintenance of a transportation system. As noted, Cameron does not have an airport, yet is located immediately adjacent to the Marshfield Airport. Expansion of that airport will impact land uses in Cameron because of noise and height restrictions. The height restrictions could affect certain land uses. Street improvements should be coordinated between neighboring communities. If, for example, Marshfield decides to add or

widen streets near its southern boundary, the Town of Cameron should be aware of those plans so that the Town can plan its improvements accordingly. An important first step has already been with the boundary agreement and the activities of the joint plan commission. Continued cooperation of this type will assure good planning of the transportation system well into the future. Both communities should benefit from cost-effective provision of future transportation facilities.

### **Relation of Highways to Other Transportation Plans**

Most roads in the Town of Cameron are local streets (10.71 miles). The exception includes County Roads A and BB (1.75 mile total), State Highway 13 and U.S. Highway 10. The County roads are well maintained and some have been improved in recent years. County Road BB will be relocated south of the Marshfield Airport as discussed earlier. As the County roads are improved, the County Highway Department should be encouraged to consider the Wood County Bicycle/Pedestrian Plan and add shoulders where indicated, if costs can be justified. The City of Marshfield has a newly adopted bicycle plan that can also be used as a base for planning of future trails or routes in Cameron. Also, although the *Wisconsin Bicycle Map* identifies Highways 10 and 13 as unsuitable routes for bicyclists, Highway 10 will be reconstructed and Highway 13 may be designated to another route. Cameron officials can work with state highway designers to assure that consideration is given to the needs of bicyclists and pedestrians. The "Wisconsin Bicycle Transportation Plan 2020<sup>4</sup>" has very few "priority corridors" and "key linkages" in Wood County and none of those happens to be in the Town of Cameron. This fact makes it more important that the Town

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<sup>4</sup> Wisconsin Department of Transportation, Division of Investment management, Bureau of Planning, December, 1998.

determine its own future with regard to bicycle trails and routes.

The relocation of U.S. Highway 10 has been discussed in detail already. It is worth repeating, however, that town officials continue to monitor the progress of this project very closely. The relocation will have an impact on the Town of Cameron. It will result in the change of land uses in the town, it will impact land values and it will impact the local transportation system.

**Town of Cameron Road Program**

Like other municipalities, the Town of Cameron maintains a long-range road improvement program. The current schedule is listed in the Table T-1 and shown in Figure T-4. This schedule is reviewed on a regular basis and amended as road improvement needs and/or budget constraints dictate.

Also shown on the map (Figure T-4) is the planned relocation of U. S. Highway 10 and the years of construction in Cameron.

**Goals, Objectives, Policies & Programs**

**Overall Goal**

It is the overall goal of the Town of Cameron to move people as efficiently as possible, to provide residents with safe, efficient, cost-effective access between their homes and places of work, schools, parks, shopping and other destination points and to provide a means for travelers to traverse the town with minimal conflict with local land uses.

Goal: To provide choices of transportation for town residents.

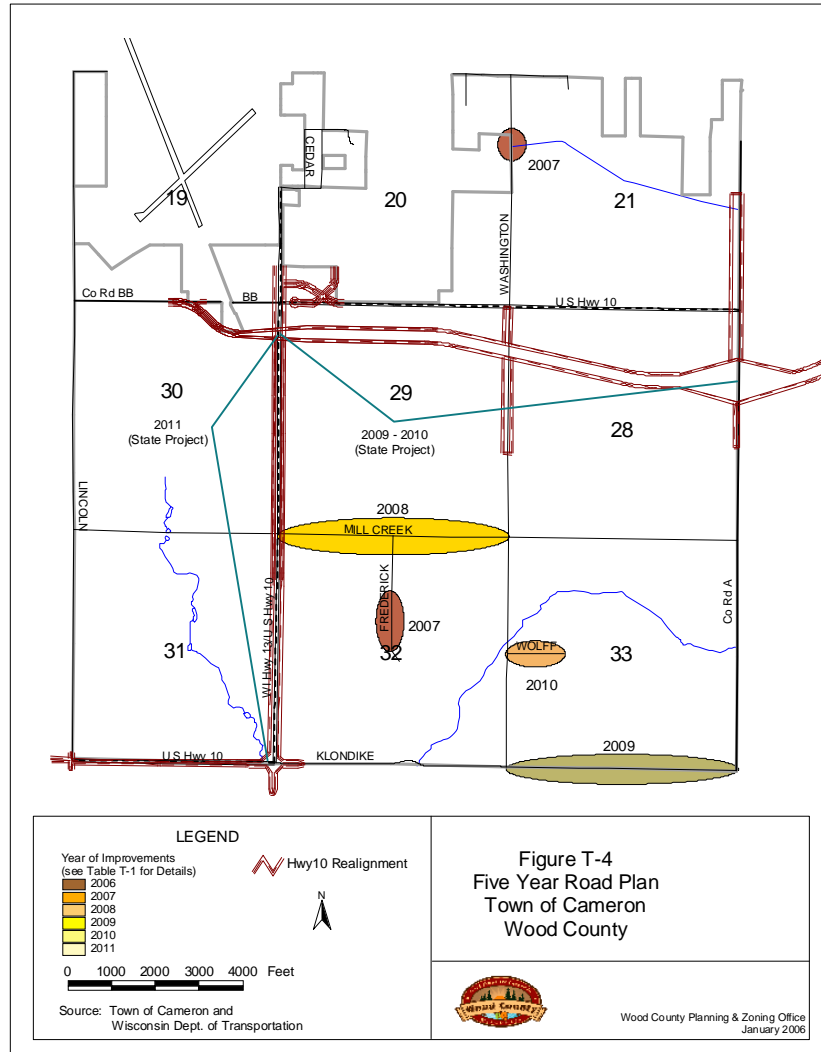
- Work with Wood County, the City of Marshfield and neighboring towns to

encourage and coordinate development of multi-use trails and routes.

- Carefully monitor the progress of the Highway 10 relocation to assure coordination with local planning efforts.
- Continue to meet with the City of Marshfield via the joint plan commission to plan and provide for cost-effective facilities, coordinate planning of roads and trails and coordinate planning for conversions of land uses in the boundary agreement area.

Table T-1 FIVE-YEAR ROAD PLAN TOWN OF CAMERON			
Year	Project	Street	Description
2007	New blacktop; 2 inches new asphalt, 22 ft. wide, 3 ft. shoulders.	Frederick Lane	Replace culverts ½ mile Mill Creek Drive one-half mile south to end of road. Haul 2-3 inches of crushed base course on present pavement then pulverize together, shape and repave with new hot mix asphalt.
2007	Bridge replacement	Washington Avenue	Mill Creek bridge will be replaced with a new structure through the Federal and State bridge program.
2008	New blacktop; 2 inches new asphalt, 22 ft. wide, 3 ft. shoulders.	Mill Creek Drive	One mile from Washington Avenue to State Highway 13. Haul 2-3 inches of crushed base course on present pavement then pulverize together, shape and repave with 2 inches of new hot mix asphalt, resoulder.
2009	Replace culverts and new blacktop; 2 inches new asphalt, 22 ft. wide, 3 ft. shoulders.	Klondike Drive	Replace culverts one mile from County Road A to Washington Avenue. Haul 2-3 inches of crushed base course on present pavement then pulverize together, shape, repave with new hot mix asphalt, resoulder.
2010	New blacktop; 2 inches new asphalt, 22 ft. wide, 3 ft. shoulders.	Wolff Lane	Haul in base, pulverize together, shape, repave with new blacktop and resoulder.





- Maintain contact with the Wood County Highway Department to encourage continued improvements to the highways as necessary in the interest of the safety of highway users and efficiency in coordinating local road improvements with those of the County.

Goal: To provide interconnection of transportation systems between municipalities.

- Develop and maintain an Official Street Map of the Town of Cameron, coordinating with the City of Marshfield, adjacent towns, Wood County and the Wisconsin Department of Transportation

to coordinate street alignments and trail development.

Goal: To provide safe transportation throughout the Town.

- Coordinate local street improvements with work on County and State/Federal highways.
- Carefully review land subdivision proposals to assure that proposed streets and trails line up with existing facilities.
- Encourage pedestrian-friendly design of new subdivisions, residential or commercial, to encourage alternate

modes of transportation to and from Marshfield's employers and schools.

- Minimize conflicts with local land uses by monitoring the number of access points from subdivisions and higher density residential areas to higher function County and State/Federal highways.
- Through local zoning and the plat review process, monitor the location of access points to assure clear visibility for motorists and bicyclists and to allow sufficient maneuvering space for speed changes and turning.

## **4. UTILITIES & COMMUNITY FACILITIES**

### **Overall objectives, policies, goals and programs**

Unincorporated towns, like Cameron, typically are not able to provide the same type utilities as does a larger, more compactly developed village or city. Unincorporated towns do, however, have the same type utility and community facility needs as residents who live in villages and cities. The purpose of this element is twofold. First, the following paragraphs describe the existing conditions and issues relative to public and private utilities and community facilities in the Town of Cameron. Second, goals, objectives and policies are presented regarding utilities and facilities to help guide future town-level decisions.

### **Sewage Disposal/Sanitary Sewer**

The Town of Cameron does not have municipal, or public, sanitary sewer service. Any structure that is built with running water in the Town must install a private on-site waste treatment system (POWTS). All such systems must be approved by the State Department of Commerce under the provisions of applicable statutes and the Wisconsin Administrative Code for both installation and maintenance.

The Wood County Planning & Zoning Office administers the private sewage program, issuing permits for POWTS, inspecting them for proper installation and assuring that failing systems are replaced. Permits have been issued since 1970 and, as the state plumbing code has changed because of more knowledge of the ability of various soil types to either treat or not treat domestic sewage, the types of systems being installed in the various soils has also changed. Table U-1 reveals the

change that has taken place over the years. During the 1970s, most private waste systems for new construction in Cameron were holding tanks (24), with about half as many (14) conventional systems. Mound systems were just coming on the scene in the late 70s and were only allowed on soils with certain characteristics, much the same as today. It's interesting to note that, after the 1970s, when state private sewage system standards became much more strict, no conventional systems were installed again. In fact, county records show that, of the 16 conventional systems that received sanitary permits from Wood County, nine had been replaced after failing. In the 1980s, all but one of the 50 county sanitary permits that were issued were for holding tanks. The same held true during the 1990s and, between 2000 and 2005, 34 sanitary permits have been issued by Wood County for holding tanks and five for mound systems. The reason for a few more mounds is that requirements of the Wisconsin Administrative Code have been amended to allow what is called "A + 4" mounds under more conditions.

The number of permits for replacement systems rose from only 2 in the 1970s to 21 in the 1980s, 17 in the 90s and 16 so far in the 2000s. Some of those replacements were caused by the failing conventional systems, mentioned earlier, and others were replacements of holding tanks that had been installed earlier, possibly before the county sanitary permit program started. Most permits issued in Cameron, during any time period shown, have been for new construction. Since 1970, 128 permits have been issued for new construction versus 56 for replacement systems. During the 1970s, 38 permits were issued for new construction. That number fell to 29 in the 80s and rose again to 38 in the 90s. In the first six years of the new millennium, 23 Wood County sanitary permits have been issued for new construction.

Private waste disposal is regulated at the State level. Standards that determine different types of systems are set forth in the Wisconsin Administrative Code, Chapter Comm 83. The determination of the type of system depends on soil types and how well the specific type of system can treat effluent. New standards are performance-based versus the prescriptive-based standards of pre-2000 where the code said you must use X-, Y- or Z-type systems. Because of the types of soils that are present in the Town of Cameron, holding tanks are the most common option. Holding tanks, as previously shown, continue to account for most of the County permits issued in Cameron because soils cannot “treat” effluent. Holding tanks store waste for later disposal at municipal treatment plants or, during summer months, land spreading at licensed sites.

The Town of Cameron participated with the City of Marshfield and other towns that are adjacent to the City to develop a 20-year sewer service area plan for Marshfield. The “planning area” for the “Marshfield Sewer Service Area Plan 2000 – 2020”, shown in Figure U-1, includes most of the Town of Cameron. The actual “sewer service area” includes only portions of Cameron, mostly in Section 21, all of the Town that remains in Section 20, a strip south of Highway 10 between Highway 13 and Washington Avenue and a small portion in the northeast corner of Section 28. Some of this area coincides with parts of the Joint Planning Area Comprehensive Master Plan that was developed with a boundary agreement between the City and Town. In all, about 645 acres of the Town is in the 20-year sewer service area and, therefore, can expect to be considered for sanitary

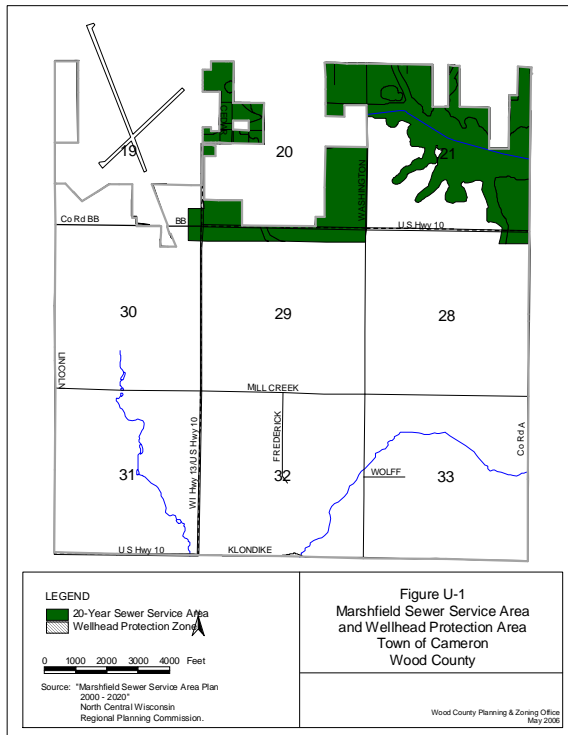
Years	New			Replacement			Total			Grand Total
	Conventional	Mound	Hold. Tank	Conventional	Mound	Hold. Tank	Conventional	Mound	Hold. Tank	
1970-1979	14	0	24	2	0	0	16	0	24	40
1980-1989	0	0	29	0	1	20	0	1	49	50
1990-1999	0	0	38	0	1	16	0	1	54	55
2000-2005	0	5	18	0	0	16	0	5	34	39
Total	14	5	109	2	2	52	16	7	161	184

Source: Wood County Planning & Zoning Office.

Because of the poor soil drainage and relatively high groundwater in Cameron, most POWTS in the Town are holding tanks. Although not technically a “treatment system”, because waste is held and not treated, holding tanks have been and continue to be allowed as a “system of last resort”. This means that, if a “treatment system” of some type cannot be installed, the property owner can use holding tanks.

sewer prior to the year 2020. Sewer service is likely to occur only if the area is annexed to Marshfield. This is consistent with the Town goal that recognizes that “...the City of Marshfield will influence development pressure in the northern portion of the Town of Cameron and growth in this area should be managed for future commercial, residential and agricultural land uses pursuant to the joint planning area comprehensive master plan and map.”

Except for those areas that are in the 20-year sewer service area, Cameron's future development will continue to rely on private on-site waste treatment systems, primarily holding tanks unless new technology is developed that can treat private waste on-site.



## Water Supply

There are no municipal wells located in Cameron, but a portion of the town is within the “well recharge area” that was identified in the 20-year sewer service area plan mentioned in the preceding subsection. The well recharge area is shown in Figure U-1. Well recharge areas are sometimes quite large in area. According to the Marshfield study, there is, often times, no other environmentally limiting factors associated with much of the land in the recharge zones. In these cases, such lands may be perfectly suitable for uses which pose low risk to groundwater supplies.<sup>5</sup> It is

<sup>5</sup> Marshfield Sewer Service Area Plan 2000-2020, August 2000, North Central Wisconsin Planning Commission.

in the best interest of Cameron residents and owners of lands that lie within recharge areas, to do what they can to protect their groundwater, especially as they continue to develop as a commuter community. Industries and residential uses throughout Marshfield, Cameron and the surrounding area rely on good, clean, potable water. Working together, they can assure a high quality water source for many years to come. To help protect municipal wells, Marshfield has developed wellhead protection areas. Parts of Cameron adjacent to the city fall within the wellhead protection area. Those areas are also shown in Figure U-1.

Contamination can be the result of improper site development, improper disposal of private sewage, or improper land uses. Certain types of land uses, or changes in land use can impact groundwater quality and quantity.

## Storm Water Management

The management of storm water is an engineering issue in cities where large expanses of land are going to be covered with roofs, parking lots and streets. These impermeable surfaces may be from large-scale development like typical big-box developments or business park-type developments, or it could be from higher density residential subdivisions. Either of these scenarios is possible in Cameron, or, at least, in the adjacent Mill Creek Business Park and in the joint planning area along Highway 10. Storm water management is important in Cameron, as the City continues to expand into the Town.

## Solid Waste Disposal/Recycling

Solid waste disposal is handled on an individual basis. The Town does not provide garbage pickup at this time. The Town does, however, participate in a recycling program. Cameron is one of four towns that make up what is known as the Northwest Recycling Commission. The

Commission contracts with a private firm for curbside pickup of recyclables every four weeks. This arrangement has worked well and will likely continue in the future. Community recycling needs and methods will continue to be assessed and modified as needed near the end of each contract period. Joining Cameron in this commission are the towns of Lincoln, Rock and Marshfield.

**Emergency Services**

Police. Patrolling of the town and investigation of law enforcement problems are provided by the Wood County Sheriff's Department and Wisconsin State Patrol. Because of Cameron's small geographic and population size, it is not expected that a need will be created for a town-employed police officer during the planning period. Because the population size of Cameron does not support a town police officer, the Town will continue to work with State and County law enforcement agencies to provide Cameron residents with a safe place to live.

Fire. The Town of Cameron has an 11-member volunteer fire department. The department is equipped with a new fire truck. Cameron also has mutual aid agreements with the Towns of Lincoln, Rock and Richfield for fire protection. Lincoln, Rock and Richfield also have volunteer fire departments and are equipped with tankers, pumper trucks and rescue vehicles. First Responders from the City of Marshfield are available to Cameron when called.

Ambulance Service. Ambulance service is provided to the Town of Cameron by the City of Marshfield via a contract with that city. It is the policy of the Town to continue negotiating for the best ambulance service for town residents.

**Parks**

There are no municipal parks in Cameron. Outdoor recreation opportunities

are satisfied, mainly, at Marshfield City Parks or at County Parks. North Wood County Park is located about 5 miles or so south of Cameron's southern boundary. The City of Marshfield allows town residents to participate in organized sports and other indoor and outdoor activities on a fee basis. Marshfield's YMCA and fitness centers are also available to Cameron residents on a membership basis. There are no plans to develop any municipal recreation facilities in Cameron in the foreseeable future.

**Library Service**

Public library service is provided to Cameron residents from the Marshfield Public Library. This service is made available, in part, through financing from the County and, in part, through fees paid by Cameron residents who use library services.

**Schools**

The Town of Cameron is located in the Marshfield Public School District. That district has six elementary schools, one

Table U-2 School Enrollment Marshfield Public School District 2004-05 Compared to Prior Years	
School Year	Enrollment (PreK-12)
2000-01	4,086
2001-02	4,108
2002-03	4,060
2003-04	4,050
2004-05	3,994

Source: Wisconsin Department of Public Instruction website (<http://data.dpi.state.wi.us/data/selschool.asp>).

middle school and one senior high school. Enrollment figures are listed in Table U-2. Like many school districts in Wisconsin, the Marshfield Public School District has experienced a declining population. As shown earlier, in the demographic trends, Cameron's school and pre-school age

population cohorts has been declining since 1980. It is unlikely that Cameron's population will have an impact on the Marshfield public schools over the planning period except, of course, the school age cohorts are expected to continue to decline in numbers.

There are also seven parochial schools in Marshfield, one in the Town of Rock and one in the Town of Arpin. The parochial schools are affiliated with several religious choices; Catholic, Lutheran, Believers Church, Seventh Day Adventist and others. The parochial schools that are in the area and their enrollments are listed in Table U-3.

School	Location	Grades	Students	Student/Teacher Ratio
Bethel Junior Academy	Arpin	1 – 10	24	12
St. Mary's Catholic School	Auburndale	Pre K – 6	47	7.17
Columbus Catholic H.S.	Marshfield	9 – 12	129	5.76
Columbus Catholic Middle School	Marshfield	7 – 8	83	11.22
Our Lady of Peace Catholic Intermed. School	Marshfield	4 – 6	142	11.27
St. John the Baptist Catholic Elemen. School	Marshfield	Pre K – 3	232	11.46
Immanuel Lutheran School	Marshfield	Pre K – 8	152	15.47
Trinity Lutheran School	Town of Rock	Pre K – 8	70	11.63
Marshfield Christian School	Marshfield	Pre K – 11	81	9.74

Source: "Private Schools Directory," May 16, 2006, <http://www.allpublicschools.org/schools-wisconsin.html>

## Child Care

The Wisconsin Child Care and Referral (CCR&R) Network is a membership organization made up of 17-community based CCR&R agencies serving the State of Wisconsin.

CCR&R agencies assist parents in selecting quality childcare, help to increase the supply of childcare in areas that may be lacking sufficient care, offer information and technical support to potential child care providers and give technical assistance and support to existing childcare programs.

Each agency manages a database of existing childcare providers and programs, collects data about childcare rates, provider and teacher salaries, the number of parents and children using their services, the type of care requested and the children's ages.

The community-based CCR&R agency that provides services to Wood County is the Child Care Resources & Referral of Central Wisconsin.<sup>6</sup>

## Health Care

Cameron residents are among the most fortunate when it comes to health care. The Marshfield Clinic and Saint Joseph's Hospital are located only minutes away from any part of the Town. There are no clinics or hospitals in the Town of Cameron, but with the Marshfield facilities there is no need for local medical facilities.

The Marshfield Clinic has 41 locations in Wisconsin, with their headquarters in Marshfield. The Marshfield Clinic has nearly 40 specialty areas and 83 sub-specialties. More than 700 doctors are

<sup>6</sup> Child Care Resources & Referral of Central Wisconsin, 210 East Jackson Street, Wisconsin Rapids, WI serves Wood, Clark and Adams counties. Contact information, in addition to the address listed here is: Phone 1-800-628-8534; email - [ccrcw@tznnet.com](mailto:ccrcw@tznnet.com); website - [www.ccrw.org](http://www.ccrw.org).

employed by the Marshfield Clinic. The clinic is the largest private group medical practice in Wisconsin and one of the largest in the U. S.

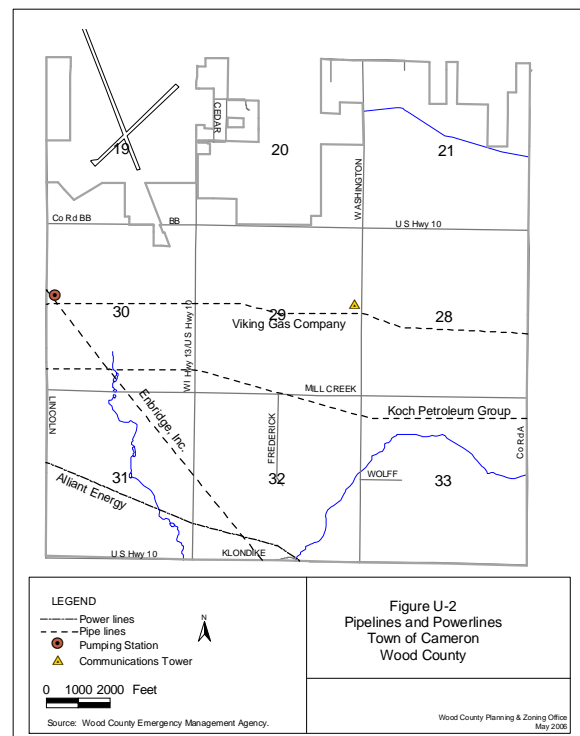
Founded more than 110-years ago, Saint Joseph's Hospital is a 500-plus bed tertiary care teaching institution. It is the only verified trauma center in the north central part of the state. More than 350 Marshfield Clinic physicians are on the Saint Joseph's Hospital staff, with more than 2,300 total employees.

In addition to the Marshfield Clinic and Saint Joseph's Hospital, a major research center and laboratory are located in Marshfield. The Marshfield Clinic Research Foundation, established in 1959, is the largest private medical research foundation in Wisconsin and one of the largest in the nation. Research areas of focus in the foundation include rural and agricultural health and safety, epidemiology, human genetics, personalized medicine, health services research and biomedical informatics. Marshfield Laboratories is a joint venture between the clinic and the hospital. Marshfield Laboratories provides comprehensive human diagnostic and testing service for physicians, clients and staff. It is the state's largest medical laboratory, employing more than 450 people and reporting over 20-million test results annually from clients across the nation.

### **Power-Generating Plants, Electric-, Natural Gas- and Oil Transmission Lines**

Cameron's electrical power is supplied by Marshfield Electric & Water Company. There are no power-generating plants in the Town. There is, however, a transmission line, owned by Alliant Energy, that cuts diagonally through Sections 31 and 32 in the southwest corner of the Town. That transmission line is owned by Alliant Energy. There are also three pipelines that traverse the Town. Enbridge, Inc. owns and

operates a crude oil pipeline that enters Cameron just north of County Road BB and Lincoln Avenue and travels southeast, in a straight line, leaving Cameron about one-half mile east of Highway 10 on Klondike Drive. Two other pipelines traverse the Town in an east-west direction. One is a natural gas line owned by Viking Gas Transmission Company. Koch Petroleum Group has a six-inch diameter propane line and a 12-inch diameter refined-oil pipeline that travel the width of the Town. These lines are part of a system that transports product from the Pine Bend Refinery in Minnesota to the Koch Petroleum Group terminal in Junction City. No leakage problems have occurred along this segment of the transmission pipelines, but an emergency response manual is in place should an event occur. The pipeline routes and transmission line route are shown in the map in Figure U-2.



### **Telecommunications Facilities**

Wireless communications continues to grow at a rapid pace. Although there are



no wireless towers in Cameron at this time, the Town has an ordinance in place to address the many issues that surround communications towers, issues like setbacks, minimum lot sizes, access, aesthetics, or dismantling if the tower is no longer used.

Charter Cable provides television, internet and telephone services to most of the Town.

### **Goals, Objectives, Policies and Programs**

It is the overall objective of the Town of Cameron to provide those utilities and community facilities that are needed, or desired, by town residents, either through individual town efforts or as a partner with other communities and agencies. Following are policies, goals and programs relating to specific utilities and community facilities.

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#### **Goal: Protect the Town's ground and surface water resources.**

##### Objectives:

- Work with the City of Marshfield to provide adequate development standards in the well recharge areas to avoid degradation of the groundwater for municipal wells.
  - Minimize non-point source pollution and reduce volumes of untreated runoff.
  - Zone floodplains and wetlands that are identified on DNR wetland maps as conservancy, preserving their function to carry and store storm runoff and snow melt.
  - Require drainage easements as part of the local site development review process where drainage swales are identified. Do not allow drainage swales to be filled or leveled, which may cause localized flooding in parts of Cameron or adjacent communities.
- 

#### **Goal: Promote efficient and coordinated sewer and water expansion.**

##### Objectives:

- Actively participate in continuing planning efforts of the area's 20-year sewer service plan.
- Continue to participate in the joint planning area to review development proposals.
- Through local zoning, encourage high-density residential development to locate in areas that can be served by municipal sewer and water systems. Encourage medium- and low-density developments in other areas of the Town where soil conditions can sustain private wells and private sewage systems.

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#### **Goal: Provide safe, cost-effective recycling and solid waste disposal.**

##### Objectives:

- Continue participation in the Northwest Recycling Commission as long as it is the most cost effective for Town residents.
- Encourage residents to make use of Wood County's "Clean Sweep" program to dispose of hazardous chemical waste.

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#### **Goal: Protect private property values and uses while assuring adequate utility expansion in the future.**

##### Objectives:

- Review utility expansion plans and coordinate with surrounding communities on expanded and new routes.
- Preserve utility routes with special overlays in the Town zoning ordinance.
- Encourage modern, high-tech communications services to be extended to all town residents as the earliest opportunity.

## 5. AGRICULTURAL, NATURAL & CULTURAL RESOURCES

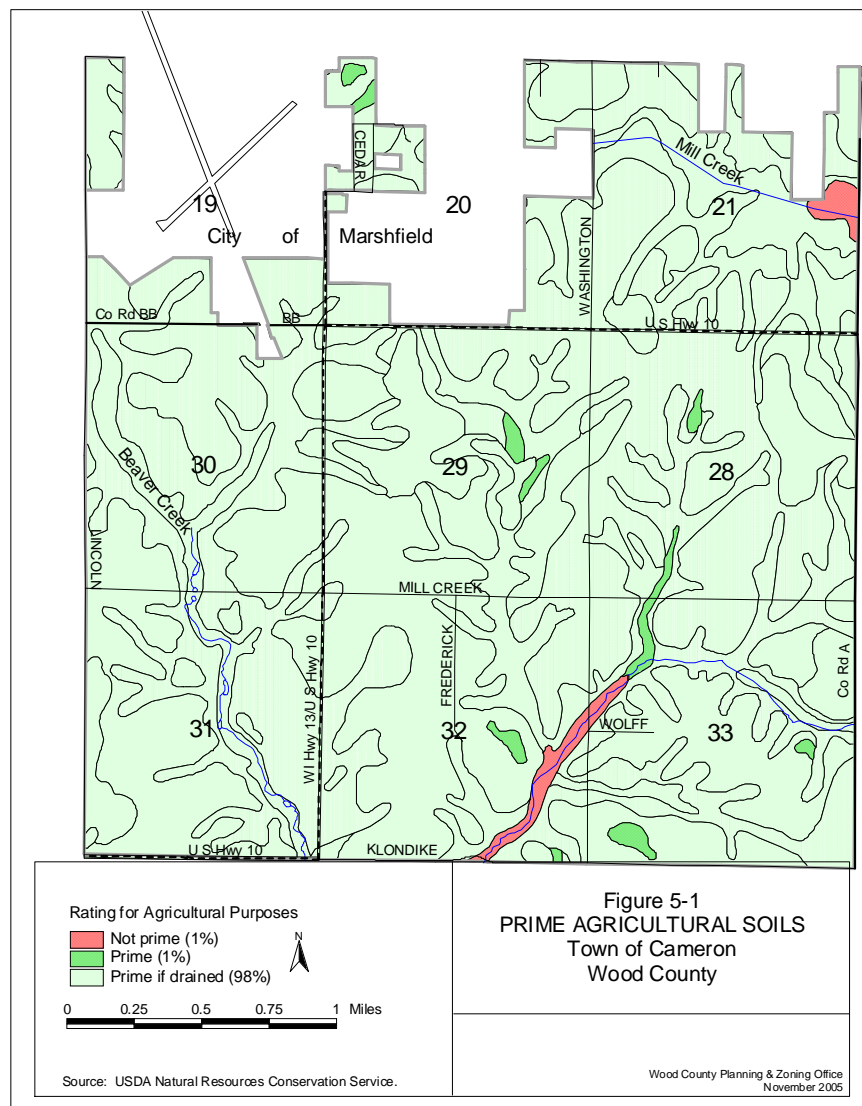
### Topography

The elevations in the Town of Cameron range from 1,180 feet to 1,250 feet above mean sea level, a variation of 70 feet. Most of the town is in the 1,220 to 1,240 elevation range. The lowest point is near Beaver Creek in the southwest. The highest points are near the City of Marshfield; one in Section 20, east of Highway 13 and another in the sliver of the town, just west of the Marshfield Airport.

Land in the Town of Cameron has a general pitch from north to south.

### Productive Agricultural Areas

According to a field survey by the Wood County Planning & Zoning Office, agricultural land, including farm buildings, fields and tree nurseries, accounts for about 68% of the land area in Cameron. Figure 5-1 shows how the USDA's Natural Resource Conservation Service rates soils in Cameron for agricultural purposes. Only about one percent of the soils are classified as "prime" and 98% is classified as "prime if



drained.” The other one percent is considered “not prime.” The amount of soil the is classified as “prime if drained” is rated that way primarily because of the extensive clay deposits and limited drainage in many areas of the Town. Surface and subsurface drainage systems are needed before a number of soil types can be considered as prime for agricultural purposes.

Wisconsin enacted a livestock siting law in 2003 to facilitate the siting of new and expanded livestock facilities in Wisconsin while retaining some local government authority over facilities covered by the law (§93.90, Wisconsin Statutes). The Administrative Code rule (ATCP 51), that sets state standards that apply to covered livestock facilities, was effective May 1, 2006 and is used if the local government wants these livestock facilities to be governed by the state standards. The standards apply to new livestock facilities over 500 animal units and existing livestock facilities that expand more than 20% after May 1, 2006 and will have over 500 animal units in total. The standards do not apply to existing facilities, regardless of size, unless the existing facility expands more than 20% in animal units after May 1, 2006. Refer to the Implementation chapter for more on the standards and local controls that are allowed under the livestock siting law.

### **Soils: Limitations for Dwellings**

Cameron’s soil types are typical of the northwest part of Wood County. The vast majority of the Town’s soils are loamy soils in the Withee-Marshfield associations. These soils are nearly level to gently sloping, somewhat poorly to poorly drained with a loam subsoil. These soils are often characterized by shallow groundwater conditions, poor drainage and other characteristics that make it difficult or undesirable for development. Figure 5-2 shows the soil limitations for dwellings with and without basements. Soil limitations are indicated by the ratings “slight,” “severe-moderate,” and “severe,” based on the “Soil

Survey of Wood County, Wisconsin,” a comprehensive soil survey by the USDA’s Soil Conservation Service. A “slight” limitation means that the soil properties are generally favorable for the rated use, that is limitations are minor and easily overcome. A “severe-moderate” rating means that limitations are severe for dwellings with basements and moderate for dwellings without basements. Finally, a “severe” limitation means that soil properties are so unfavorable and so difficult to correct or overcome as to require major soil reclamation, special designs or intensive maintenance.

Based on the information provided in the soil survey and shown on Figure 5-2, only two percent of the Town’s soils are rated as having only slight limitations, 2% are rated as having moderate limitations for dwellings without basements and severe limitations for dwellings with basements, and a 98% have severe limitations for dwellings with and without basements.

Virtually all structures in Cameron that have bathrooms are served by Private On-Site Waste Treatment Systems (POWTS). It is, therefore, important for town officials to keep the soil conditions in mind for new development. For the 10-year period from 1995 – 2004, 62 Wood County sanitary permits were issued in the Town of Cameron. Of those, 92% (52 permits) were for holding tanks because the soils in Cameron are not conducive for traditional “treatment” systems. Holding tanks actually store household wastes until a State-licensed pumper can pump the waste and transport it to an approved disposal location. The other sanitary permits (8%, or 5 permits) were issued for mound systems, which are a type of onsite waste “treatment” system. More information about Cameron’s growth trends is presented in other chapters.

It is imperative that all POWTS be properly maintained to protect the area’s groundwater that is so close to the surface. Nearly all POWTS in Cameron are holding

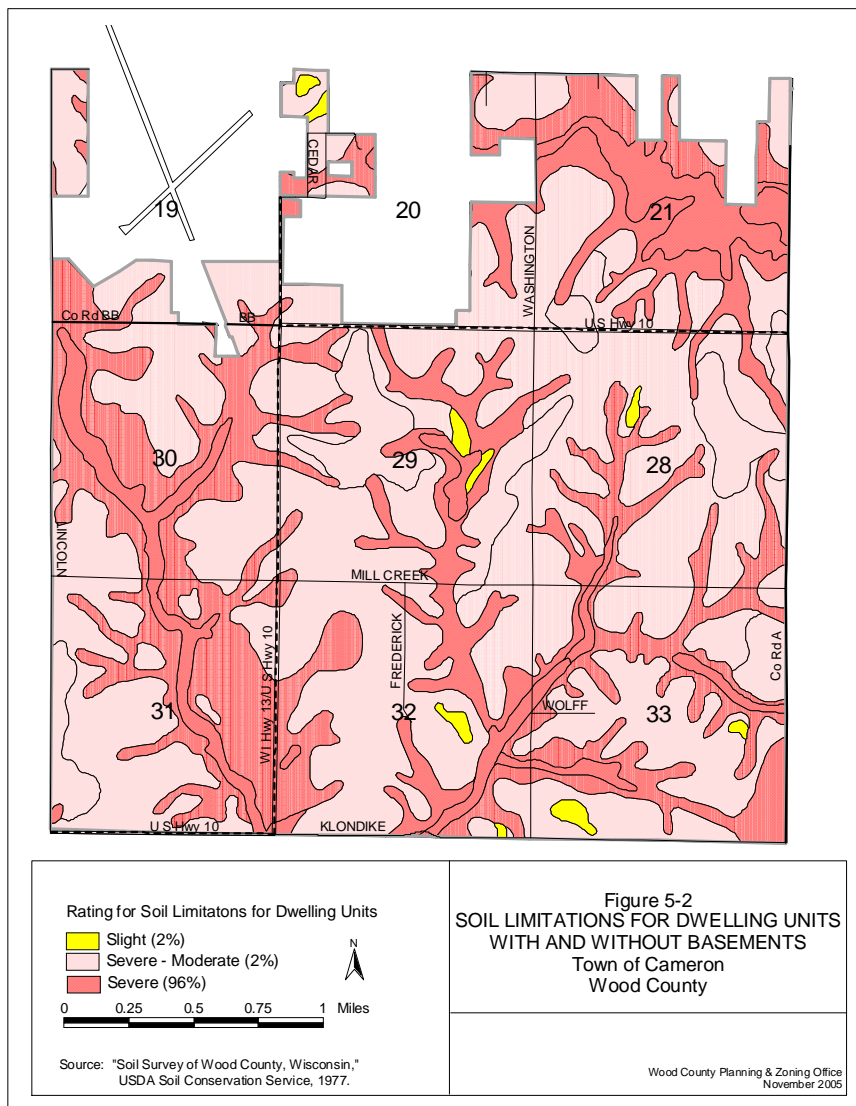
tanks. Recent changes in State plumbing codes have opened some marginal areas for alternate treatment systems.

**Forests**

Forested lands are the second most prominent land cover type in the Town. Forested lands make up about 20% of the land area in Cameron. A lot of the forests are associated with streams and wetlands and others are scattered throughout the town.

There are 77.9 acres of forest in Cameron enrolled in the Management

Forest Law Property Tax Program that is offered by the State. That program was established to encourage sustainable forestry on private lands by providing tax incentives to land owners. There are certain obligations of the land owner with respect to the minimum amount of forest, potential productivity of that forest, minimum forest cover, length of contract, use of forest management plans, and more. Forest land in this program can be either open to permit public access for hunting, fishing, cross-country skiing, sight-seeing, and hiking, or closed. Although there is a tax incentive, the benefit is considerably greater for open managed forest lands than for closed lands.



All of the managed forest law lands in Cameron are in Section 30.

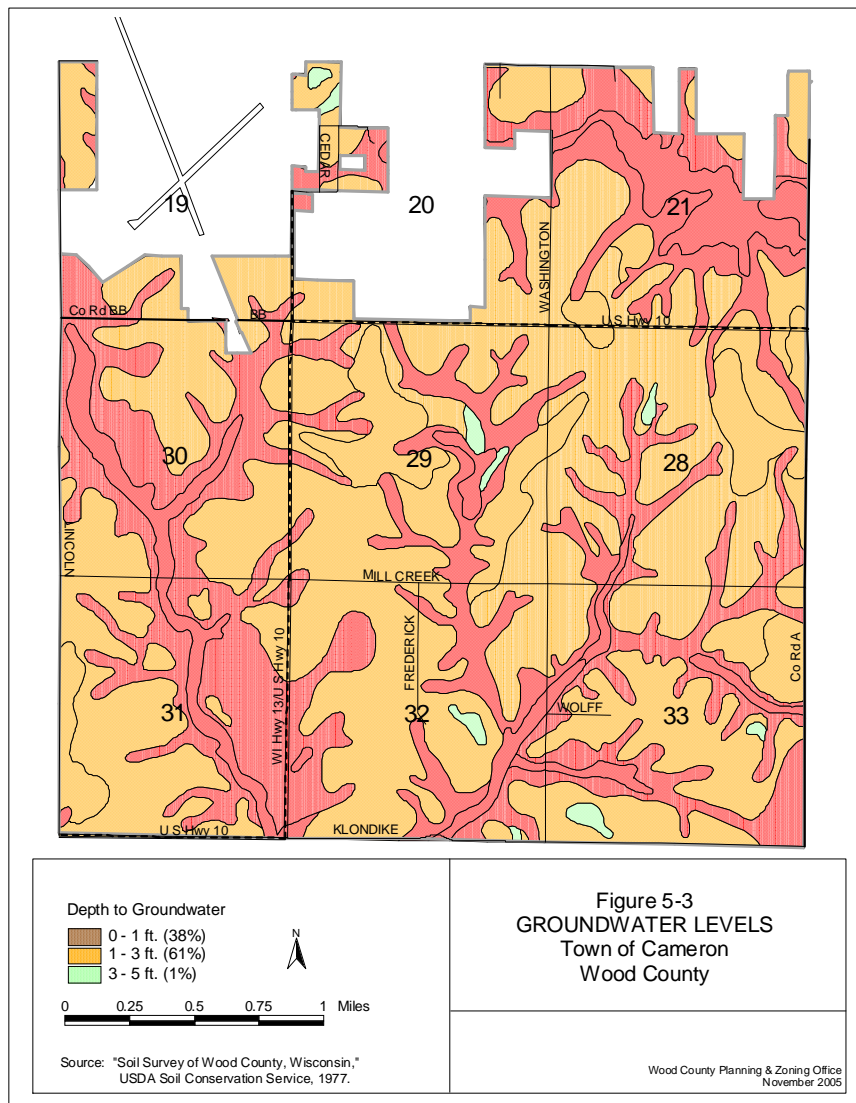
**Water Resources**

The State of Wisconsin has significant responsibilities for protecting water resources under what is known as the "Public Trust Doctrine." The Public Trust Doctrine embodies the notion that the waters in Wisconsin are held in trust by the State for the benefit of all. There can be no private interests in waterways that adversely affect this public interest. In fulfilling its responsibilities under the Public Trust

Doctrine, the Wisconsin Legislature has enacted laws and charged the Wisconsin Department of Natural Resources to protect water resources. This local comprehensive plan must, at a minimum, be consistent with the State laws. The purpose of this section of the comprehensive plan is to provide an inventory of the water resources in the Town and established local policies and programs regarding those resources.

**Groundwater**

Fifteen to thirty percent of the precipitation we get in Wisconsin each year





seeps into the ground and recharges our aquifers.<sup>7</sup> It is estimated that there is enough groundwater underground to cover Wisconsin to a depth of 30 feet.<sup>8</sup> The Town of Cameron is in a geographical area where soils are characterized by shallow groundwater conditions. Groundwater is closest to the surface adjacent to streams and in drainage swales where the groundwater is one foot or closer to the ground's surface. It was mentioned earlier that Cameron has high groundwater

Those are basically the same areas that were defined earlier as prime agricultural soils (refer to Figure 5-1). Most of the Town, 61%, has groundwater levels at one to three feet beneath the ground's surface. These areas are located in the upland areas between streams and drainage ways. Thirty-eight percent of the Town has groundwater levels of from zero to one foot. These areas are adjacent to streams and drainage ways. Figure 5-3 shows the groundwater levels for Cameron.

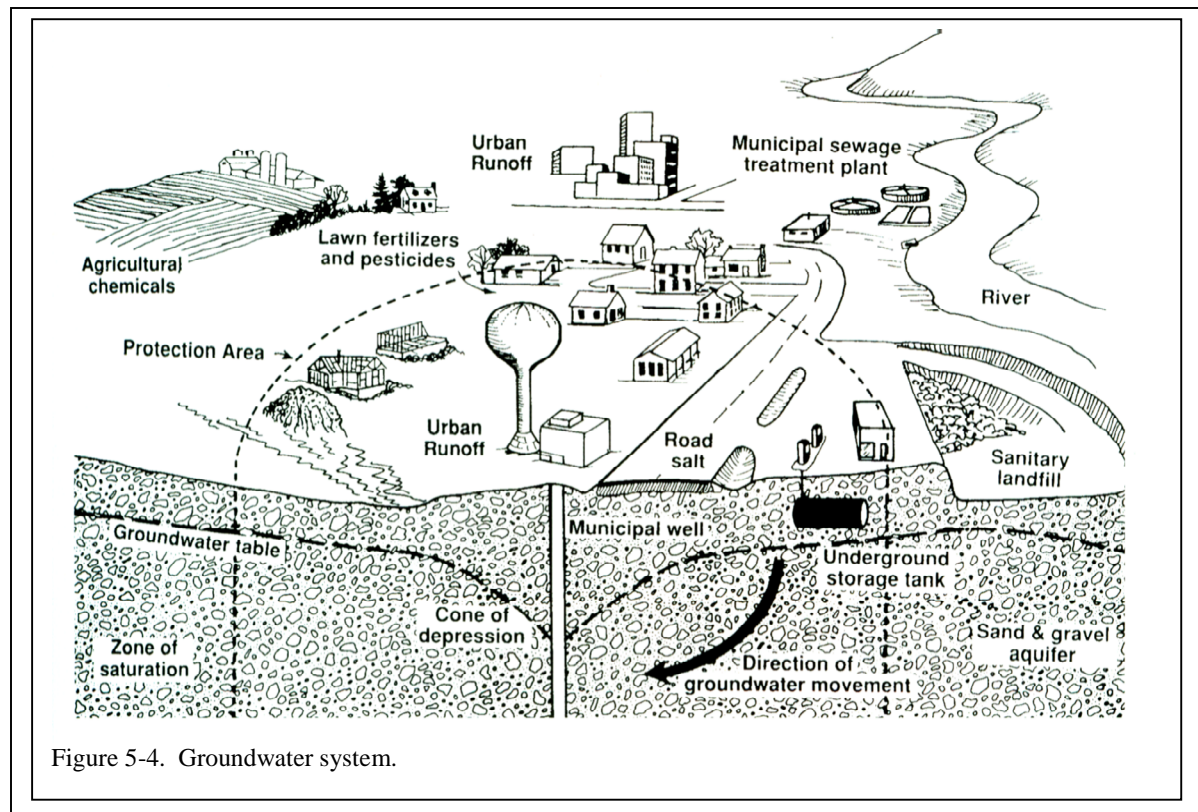


Figure 5-4. Groundwater system.

throughout the Town; that is one reason that so much of the Town needs holding tanks to handle private onsite waste disposal. There are no areas of Cameron where the groundwater is greater than five feet beneath the ground's surface. Only one percent of the Town has areas where the groundwater is from three to five feet deep.

Figure 5-4 is a diagram to illustrate how nature's water system works and how land uses can impact groundwater quality. There are growing concerns statewide about both the quantity and quality of groundwater. For example, groundwater quality may be impacted by a variety of activities, including leaking underground storage tanks, old dumps, septic systems, land spreading of septage and over-application of fertilizers and pesticides. The most common contaminants found in Wisconsin groundwater are nitrate-nitrogen,

<sup>7</sup> "Planning for Natural Resources", Dept. of Urban & Regional Planning, University of Wisconsin-Madison/Extension and Wisconsin Department of Natural Resources, January, 2002, pg. 35.

<sup>8</sup> Ibid.

volatile organic compounds (VOCs), such as gasoline, paints and thinners and drain cleaners, and pesticides.<sup>9</sup> Nitrate comes from a number of sources, including nitrogen-based fertilizers, septic systems, animal waste storage, feedlots, municipal and industrial wastewater discharges and sludge disposal. Phosphorus is another mineral that can be a potential problem because, while phosphorus levels in the soils are high, the types of crops needed to reduce those levels are not being planted as often as in the past and the soils do not break this mineral down.

Land spreading of holding tanks waste is allowed on licensed sites in the Town of Cameron. The Wisconsin Department of Natural Resources licenses sites for land spreading of wastes and is the agency that oversees the practice to assure compliance with state laws.<sup>10</sup> In 2005, 2.3 million gallons of waste was pumped from 144 holding tanks in Cameron and about 512,700 gallons was spread on approved sites in the Town with the balance going to approved land spreading sites in other towns or to municipal treatment plants. There are seven DNR-licensed land spreading sites, owned by two owners, in Cameron. The sites are located in the south part of Section 21, north of Highway 10, in the north half of Section 30, west of Highway 13 and in the north half of Section 29, west of Highway 13.

It is not only important to protect groundwater resources at the local level, it is the law. Private well supplies, agricultural

uses, recreational use of surface waters, etc. depend on a clean water supply. Every drinking water supply in Cameron is a private well – untreated water from the groundwater supply. In 1974, the Wisconsin Supreme Court overturned existing law and created the current law – the doctrine of reasonable use. A property owner's use of groundwater is not absolute, but has to be reasonable, considering impacts on the water table and other uses. Groundwater is also protected as waters of the State.

The City of Marshfield's well fields for public water supply are on the City's south east side. The Town of Cameron has an interest in protecting the quality of water in the area of well fields as well as throughout the Town. Area economic development depends on clean water as does the continued suburban and rural development in Cameron. The Town has participated in a boundary area comprehensive plan and should continue to participate in future planning with the City.

### Surface Water

Surface water in the Town of Cameron consists of tributaries of larger streams. Beaver Creek is located west of State Highway 13 in Sections 30 and 31. Beaver Creek eventually flows to the Yellow River about a mile south of Highway 10 in the Town of Richfield. Mill Creek flows in a southeasterly direction in the northern part of the Town (Section 21). Mill Creek flows across the northern tier of Wood County towns to Portage County where it then winds its way to the Wisconsin River. A third small stream, along with its minor tributaries, drains the four sections (28, 29, 32 and 33) that lie between Highway 10 on the north, Highway 13 on the west, County Road A on the east and Klondike Drive on the south. This stream dumps into Beaver Creek and, eventually, the Yellow River. Surface water also includes a few small ponds in Cameron, most being associated with floodplains and wetlands in Cameron. Their significance is as habitat for wildlife,

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<sup>9</sup> Ibid.

<sup>10</sup> Chapter NR 113, Wis. Admin. Code regulates the disposal of septage. Where land application of holding tank waste is allowed, minimum restrictions must be followed, including 1) sites or fields used shall have slopes less than or equal to 6%. If slopes are greater than 2%, but less than 6%, a site management plan is required. 2) Waste shall be applied at a rate of less than 10,000 gallons per acre. 3) Application is not allowed within 750 feet of any surface water or wetland. 4) Application is not allowed in a floodplain.

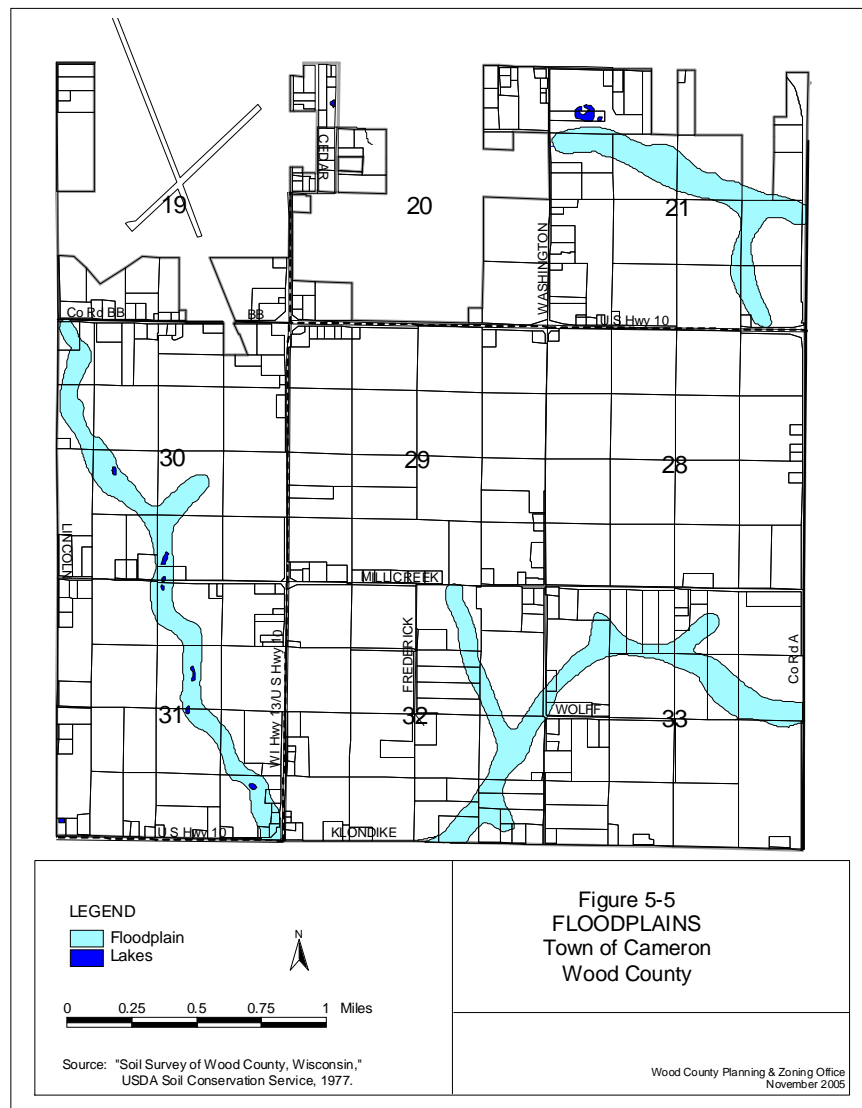
but they are very few in numbers and very small.

The Department of Natural Resources (DNR) selected the Upper Yellow River Watershed as a priority watershed project through the Wisconsin Non-point Source Water Pollution Abatement Program in 1990. As of December, 2005, the watershed program for this area was completed. The program provided financial and technical assistance to landowners and local governments to reduce non-point source pollution. The project was administered on the state level

by the DNR and the Department of Agriculture, Trade, and Consumer Protection. The Wood County Land Conservation Committee administered the project on the local level.

The goal of the program was to improve and protect the quality of the Yellow River by reducing pollutants from urban and rural non-point sources. Non-point sources of pollution include: eroding agricultural lands, stream banks, roadsides, runoff from livestock wastes and gullies.

Technical assistance was provided





to aid in the design of Best Management Practices. State level cost-share assistance was available to help offset the cost of installing these practices. Eligible landowners and local units of government were contacted by the Wood County Land Conservation Department to determine their interest in voluntarily installing Best Management Practices. Cost-share agreements were signed listing the practices, costs, cost-share amounts, and a schedule for installation of management practices.

A partial list of practices implemented through the program includes 22 waste storage facilities; 32 barnyard settling basins; 30 filter strips; three fish stream improvements; 14 grassed waterways; 26 roof runoff management systems; 38 nutrient management plans and two well abandonments.

Barnyard settling basins constructed reduce phosphorus runoff by 2,552 pounds per year. Barnyard settling basins planned to be constructed in the future will reduce phosphorus runoff another 3,596 pounds per year.

### **Floodplains and Shorelands**

Floodplains serve many important functions related to flood control, erosion control, groundwater recharge, fish and wildlife habitat and water quality. Floodplains are often misunderstood locally. A floodplain is a natural extension of a waterway and flooding is a natural physical event. When structures are placed in the floodplain, the floodplain's water storage capacity is reduced, causing the next flood of equal intensity to crest even higher than the last, often flooding areas that were previously outside the floodplain.

The Federal Emergency Management Agency (FEMA) defines floodplains. Floodplains are comprised of the floodway, which is that area that actually carries the floodwaters, and the flood fringe,

which is the area that accepts backed-up water for storage until the floodway can carry the water downstream. The flood fringe is sometimes referred to as the "backwater" areas. Floodplain boundaries have been established nationwide to delineate the 100-year and 500-year flood elevations. There is a one percent chance that the 100-year, or regional, flood will occur in any given year. The regional flood could occur two years in a row, or may not occur at all in a 100-year period. According to the Wisconsin Emergency Management Division, Wisconsin communities experienced significant flooding each year from 1990 – 2001, except 1994. Total damages to public and private property, including agricultural damages, during that time period totaled more than one billion dollars.<sup>11</sup>

By State law, Wood County adopted a floodplain zoning ordinance in the late 1960s to regulate development in floodplains. FEMA floodplain maps identify areas where major floods occur. Regulations prohibit development in the floodway, the most dangerous flood area. Development is allowed in the flood fringe, provided it is built above flood levels and otherwise flood-protected. Although allowed, it is wise to restrict development from occurring in the flood fringe as well as the floodway.

The floodplains in Cameron, shown in Figure 5-5, are very closely associated with the banks of the streams described in the "Surface Water" section. There is a total of about 350 acres in Cameron that lies in the floodplain and is, for all intents and purposes, undevelopable.

Shorelands and floodplains are very closely associated. Like floodplains, Shoreland areas are protected under Wisconsin law. Also, like floodplains, counties are required to zone all shorelands

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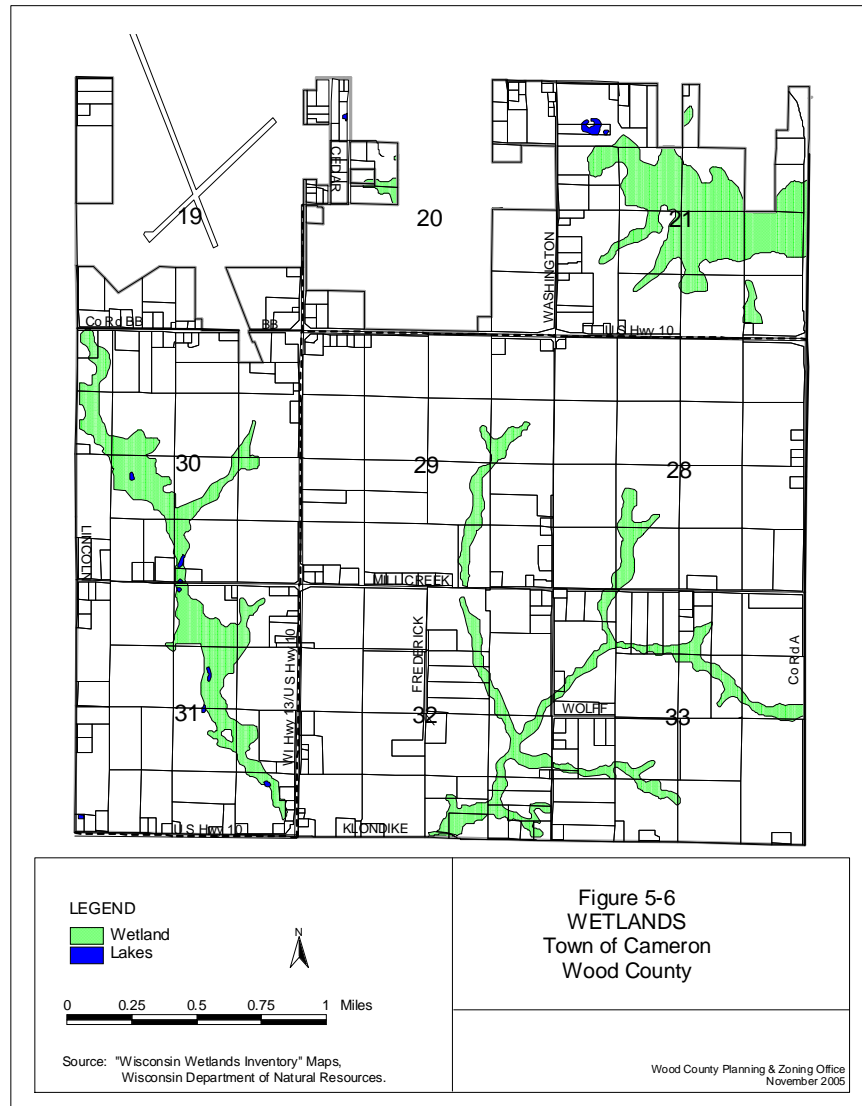
<sup>11</sup> Ibid, page 28.

within their jurisdiction.<sup>12</sup> The Shoreland includes that land that is located within 300 feet of a navigable stream or 1,000 feet of a lake, pond or flowage.

**Wetlands**

The value of wetlands is often disregarded or not understood by the public,

a water storage and distribution system, filtering nutrients and purifying the water before it is reintroduced into the groundwater or surface water system. As more impermeable surfaces (rooftops, driveways, patios, roads, etc.) dominate the landscape, the capacity of wetlands to handle excess water runoff becomes increasingly important.



although they are becoming more recognizable of the benefits of wetlands to both humans and wildlife. Wetlands serve as

Under Wisconsin Administrative Code, cities and villages (and towns with village powers) are required to protect, at a minimum, all unfilled wetlands that 1) are within their borders, 2) are five acres or larger, 3) are shown on Department of

<sup>12</sup> Sec. 59.692, Wis. Stats., and Chapter NR 115, Wisconsin Administrative Code.

Natural Resources wetland inventory maps, and 4) are located within shorelands.

Wetlands in the Town of Cameron tend to mirror the floodplains, although wetlands are somewhat more extensive and spread out more than floodplains in some areas. The wetlands in the southern parts of the Town tend to extend further along the tributary branches of the streams than does the floodplain. Along Mill Creek, the wetlands cover several more acres than the floodplain. A comparison of Figures 5-5 and 5-6 shows considerably more wetland areas than floodplain south of Mill Creek. According to the DNR wetland inventory, there are about 440 acres of defined wetlands in the Town. By percentage, DNR-defined wetlands represent about 10% of all of Cameron's land area.

There are three main types of wetlands in the Town: emergent/wet meadow, 123 acres; forested, 223 acres; and scrub/shrub, 94 acres. The emergent/wet meadow wetland type is what most people think of as wetland because water is present in all but the driest years. There are 225 acres – about half of the total - of persistent wetland in the Town of Cameron. The remaining 215 acres of wetland have little or no surface water showing for parts of the year.

Development should be directed away from all mapped wetlands, both for the protection of the wetland and for the protection of the structures and persons using them. The Town of Marshfield, for example, requires a 100-foot setback from any mapped wetland for any new structure. Such a requirement will preserve the important functions of the wetlands for many years into the future and protect structures during periods of exceptionally high water from rain storms and spring snow melt.

The Wisconsin Department of Natural Resources protects wetlands from development when those wetlands lie within 300 feet of a navigable stream. Most of

Cameron's wetlands are within that distance. Note, however, that there are also some wetland areas that lie further than 300 feet of the streams, particularly in the area described earlier near Mill Creek. These wetlands are not protected by the State and have, in many communities, been destroyed. It should be a town policy to protect the unregulated wetlands from encroachment, like the Town of Marshfield does, and destruction so they can serve the function of water runoff storage, wildlife habitat, etc.

### **Wildlife Habitat**

The Town of Cameron has an abundance of wildlife, including deer, rabbits, ducks, geese, turkey and more. According to the Wisconsin Department of Natural Resources, there are no known threatened and endangered species.

In many rural communities, like Cameron, suburban development has encroached on wildlife habitat, often eliminating former homes and breeding areas for wildlife. The Town, through this planning program, recognizes the value of its wildlife and will review future land divisions with consideration for wildlife habitat areas. Subdivision plats can be easily designed to protect wildlife habitat areas while maximizing development potential of sites.

### **Parks, Open Spaces and Recreational Resources**

Public open space lands are important determinants of the quality of life within a community. Oftentimes, in rural areas that are adjacent to larger cities, residents of the smaller town will rely on city, county and state parks and open spaces for their recreation needs. Such is the case in the Town of Cameron. The Town is an agricultural community and a commuter community to Marshfield. Residents of Cameron make use of Marshfield parks and recreation areas, as well as North Wood County Park in the nearby Town of Richfield.

The Town of Cameron's only property is the site on which the Town Hall is located, 0.91 acres. The Town has a small population and the potential for raising funds for a municipal park is also small. The proximity of Cameron to the City of Marshfield and past and current planning relationships with the City provide an opportunity to cooperate with the City on recreation possibilities. Town residents pay fees to use many of the City's recreation opportunities (i.e. organized leagues). The Town should also consider adopting provisions for neighborhood parks to be established as subdivisions become more prevalent due to expansion from Marshfield. Parks are important and the Town has opportunities to provide those facilities without costing town taxpayers a lot of money.

### **Historical and Cultural Resources**

The Wisconsin Historical Society's online inventory of architecture and history includes five records for the Town of Cameron. All but one, however, have been destroyed over time. The remaining building is a house at 3201 Highway 13 in Section 20. It is described as a brick structure in an American Foursquare style that was built around 1900.

## **6. ECONOMIC DEVELOPMENT**

The key to economic development analysis or planning in Cameron is to recognize that the Town is not self-sufficient and relies on the economy of the City of Marshfield, Wood County, central Wisconsin, the state, the nation and the world. Some economic data is available from the U. S. Census for the town level (see Issues and Opportunities element), but most is reported at the County level. Therefore, one should refer to the Wood County Comprehensive Plan if detailed county-level data is needed. Although detailed quantitative data may not be available for Cameron, certain assumptions and assertions can be made for the purposes of this plan. Although it started with a strong agricultural base, the Town of Cameron has evolved into more of a commuter community to the City of Marshfield. There are several small businesses located mainly along the corridors of Highways 10 and 13. The Town has good opportunity for additional commercial development in addition to the residential areas because Highways 13 and 10 provide easy movement of goods and services; Cameron is very accessible for small businesses.

In a cooperative venture with the City of Marshfield, Cameron has zoned lands adjacent to Highways 10 and 13 and on Washington Avenue for commercial development. Working with Marshfield and developing a boundary agreement with the City is one of the strengths of Cameron for economic development. A related strength is the location of Marshfield's Mill Creek Business Park in relation to Cameron. The south boundary of the business park also abuts Highway 10. Cameron's commercial zone is ideal for small businesses and support activities to the business park.

The Town has several other strengths to offer businesses and industries that are considering locating or expanding in

the area. Chief among these is the quality of the labor force. Cameron residents have skills in a number of occupations. Table 6, presented earlier in the Issues and Opportunities element, lists the number of Town residents who were working in executive, administrative and managerial positions; professional specialty jobs; administrative support; machine operations and others. Most residents who are in the civilian labor force have had advanced education and training to qualify them for their jobs. A strength for the entire area is the Marshfield school system. Consistently scoring higher than the national average in testing, parents can be confident that their children get a quality education. Recreation opportunities, such as nearby high quality county parks, offer a wide range of recreation opportunities for those people who choose Cameron as a place to live and work. Finally, the peace and quiet of rural living is an attraction to persons who are looking for more space than what a city lot affords while still being only minutes for work, schools and shopping.

Marshfield's new Veteran's Parkway (via Galvin Avenue), Washington Avenue and Highway 13 (Roddis Avenue) provide very good transportation to and from Cameron for jobs, school, shopping and other activities. Each of these major transportation routes provide direct access for Cameron, further enhancing the value of the Town's commercial zone. The Town should continue to work with the City to preserve these routes as major corridors for commerce and industry. This can be done through the joint planning commission, through official street mapping (see implementation element) and through the City's and Town's future land use planning and zoning ordinances.

Another area strength to help create jobs in Cameron is the County, State and private financing programs available to business start-ups and expansions. Wood County and the North Central Wisconsin Regional Planning Commission (NCWRPC)

have revolving loan fund programs. Funded with federal money, channeled through the State through the Community Development Block Grant program, RLFs provide low interest rates to businesses that meet job creation and other criteria.

The North Central Advantage Technology Zone is another program that provides tax credits to new or expanding high-technology businesses that are engaged in research, development or manufacture of advanced products or materials used in a variety of identified fields. The Technology Zone identifies certain businesses as part of a target cluster or they may be any knowledge-based businesses that utilize advanced technology production processes, systems, or equipment. The tax credits help these businesses to launch or expand their high-tech operations.

The Small Business Development Center, located at the University of Wisconsin-Stevens Point campus, helps small business owners, whether just starting or already in business, make informed business decisions. SCORE (Service Corps of Retired Executives) is also available through the U.W.-Stevens Point. SCORE is an international organization that will assist people who want to get into business or who want to make better business decisions.

The U.W.-Marshfield campus and the Marshfield campus of Mid-State Technical College provide specialized and customized training to businesses that find a need to change the way they manufacture products, to teach the local job force how to manufacture products and to train people in many other occupations. Both are within a few minutes for any Cameron resident.

The major weakness of attracting anything other than small industrial and commercial uses to Cameron is the lack of public sewer and water systems. Most larger businesses use a lot of water and, as

a result, need to dispose of a lot of wastewater. They also need to meet certain water pressure standards for fire protection inside their buildings. With regard to wastewater that is generated by many businesses, the Town of Cameron requires holding tanks to store wastewater – soils in the Town aren't conducive to private onsite waste treatment systems. The use of holding tanks to store commercial or industrial waste water can be very expensive and eliminate Cameron as a potential start-up or expansion location.

### **GOALS, OBJECTIVES, POLICIES AND PROGRAMS**

It is the overall objective of the Town of Cameron to encourage and support development of large commercial and industrial concerns in the Wood County portions of the City of Marshfield, while promoting Cameron's commercial zones for small businesses that create jobs for area residents and that do not require large amounts of water or public sewer services.

#### Objectives:

- Participate with the City of Marshfield on the Joint Planning Commission to encourage new commercial growth in the boundary agreement area.
- Work with the City of Marshfield to implement an official street map, pursuant to Wisconsin Statutes, to protect Highway 13 (Roddis Avenue), Washington Avenue and County Road A (Galvin Avenue) so that a reliable transportation network will be available for new and expanding businesses in the Mill Creek Business Park, the East Side Industrial Park, the Yellowstone Industrial Park and Cameron's commercial zones.
- Through zoning and drainage easements, protect drainageways from being plugged or otherwise destroyed. These resources are needed to prevent water runoff problems in the future which would discourage new commercial expansion.

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## **7. INTERGOVERNMENTAL COOPERATION**

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For economic reasons, as much as anything else, it makes sense for communities to share services and coordinate programs. It has been the policy of the Town of Cameron, and continues to be the Town's overall objective, to cooperate with neighboring municipalities when such cooperation and shared services are cost-effective and economically feasible. Cameron cooperates with their neighbors for some services, including the following:

- Mutual aid with neighboring municipalities.
- The fire association is a cooperative agreement with the towns of Rock, Richfield and Lincoln, under provisions of Sec. 66.30 of the Wisconsin Statutes.
- Cameron is a member of the Northwest Recycling Commission, a group of towns in northwest Wood County, plus the Town of McMillan in Marathon County.
- Boundary roads are maintained under formal agreement with adjoining municipalities.
- The Wood County Highway Department does salting and sanding in the winter and has been contracted for road work in the Town.
- Cameron and other towns that surround the City of Marshfield were members of Marshfield Sewer Service Area Planning Advisory Committee. This informal group provided oversight for the development of Marshfield's 20-year sewer service area plan. Parts of Cameron were identified as part of the 20-year sewer service area.
- The Town of Cameron and the City of Marshfield have a boundary agreement along Highway 10 and Washington Avenue. The agreement specifies future

annexation and the comprehensive plan that was developed by the joint planning commission details future land use expectations in the joint planning area. Lands in the joint planning area have been rezoned accordingly.

## **8. LAND USE**

A study of past and current land use patterns is a good way to understand why a community looks like it does and reveals growth areas, or those areas that have not grown at all. Land use changes have, more often than not, been driven by socio-economic conditions, but can be effectively guided by political decisions that are the result of desires of community residents. Regardless of why land uses changed the way they have in past years, reflecting on historic land use changes will assist the community in determining how they want their area to develop in the future.

Physical land use in the Town of Cameron has been inventoried by the Wood County Planning & Zoning Office several times in the past, most recently in 2004. The inventories can be used to aid in land use analysis and planning for such things as community development projects and natural resource protection efforts. The land use inventory is important for good community management and should be updated regularly to remain current. The land use inventory is not a plan; it is part of the vital data from which plans are made.

### **Trends in Supply & Demand**

#### **Historical Land Use Pattern**

Like many Wood County communities, Cameron was originally settled because of its lumber and good soils for agriculture. The town was formed, according to one source when it seceded from the City of Marshfield because of “dissatisfaction with the service they were getting from public improvements on the basis of taxation.”<sup>13</sup> Another source says the Town was “carved out of the Marshfield

Township.”<sup>14</sup> Cameron became a strong agricultural community very early. Dairy farms and agricultural crops were plentiful. Two cheese plants were located in the Town. The small, unincorporated village of Klondike, located at what is now the intersection of Highway 13 and Klondike Drive, had a post office, grocery store, blacksmith shop, dance hall, saloon, creamery and Lutheran church.<sup>15</sup>

So, the Town of Cameron started out as a lumber community and quickly evolved to an agricultural community. It continues to undergo change today. Causes for current change include the growth of the City of Marshfield to the south, including a new business park, the decline in agriculture and conversion of agricultural lands to residential and other uses, and the pending realignment of U. S. Highway 10 through the Town.

#### **Current Land Use & Future Expectations**

The inventory used for this analysis was developed using the Land Based Classification Standards (LBCS). These standards, developed by the American Planning Association, provide a consistent method for classifying land uses based on their characteristics. LCBS refines traditional categories (i.e., residential, commercial, industrial, etc.) into multiple dimensions, such as activities, functions, building types, site development character and ownership constraints. Each dimension has its own set of categories and subcategories for classifying land uses, providing users precise control of land-use classifications. Classifications are based on field surveys, aerial photographs, topographic maps, local knowledge and other data.

<sup>13</sup> The Marshfield Story, Volume 2, Marshfield History Project, pg. 309, Hahn Printing, Inc., 2000.

<sup>14</sup> Tremelling, Nancy, “Town of Cameron,” Reflections of 150 Years, The Sesquicentennial of Wood County Wisconsin, pg. 72, Barking Dog Publishing.

<sup>15</sup> Ibid.



For the purposes of the Cameron comprehensive plan, current land use analysis will focus on the activity dimension of LBCS. Activity refers to what is actually taking place on the land, such as farming, housing, shopping, manufacturing, etc. This is the most commonly referred to method of defining land uses and is the most easily understood.

The map in Figure LU-1 shows the “observable activity” on each parcel in Cameron and Table LU-1 summarizes what is shown on the map.<sup>16</sup> It is important to remember that the “observable activity” is different from “zoning designation”. Although an entire parcel may be zoned for a specific use, the “observable activity” (eg. residential home on a 10-acre tract ) may be on only a part of the parcel (i.e.  $\frac{3}{4}$  of an acre with the house and mowed lawn). A description of each observable activity follows.

### *Residential*

Residential activities fall in the 1000 LBCS code. In Cameron, 253 acres, 5.5% of the total land area, is classified as residential. Cameron’s residential development consists mostly of traditional single-family detached structures (versus duplexes, fourplexes or apartment buildings). In 1938, there were only 29 single-family residences in Cameron. When the Town’s comprehensive plan of 1994 was written, there were 154. Ten years later there were 177. In 2005, a new 22-lot residential subdivision was approved for development, which could add several new homes to the housing stock. That subdivision is an example of how several acres of land can be converted from one land use to another in a relatively short period of time. Certified survey maps can be another indicator of

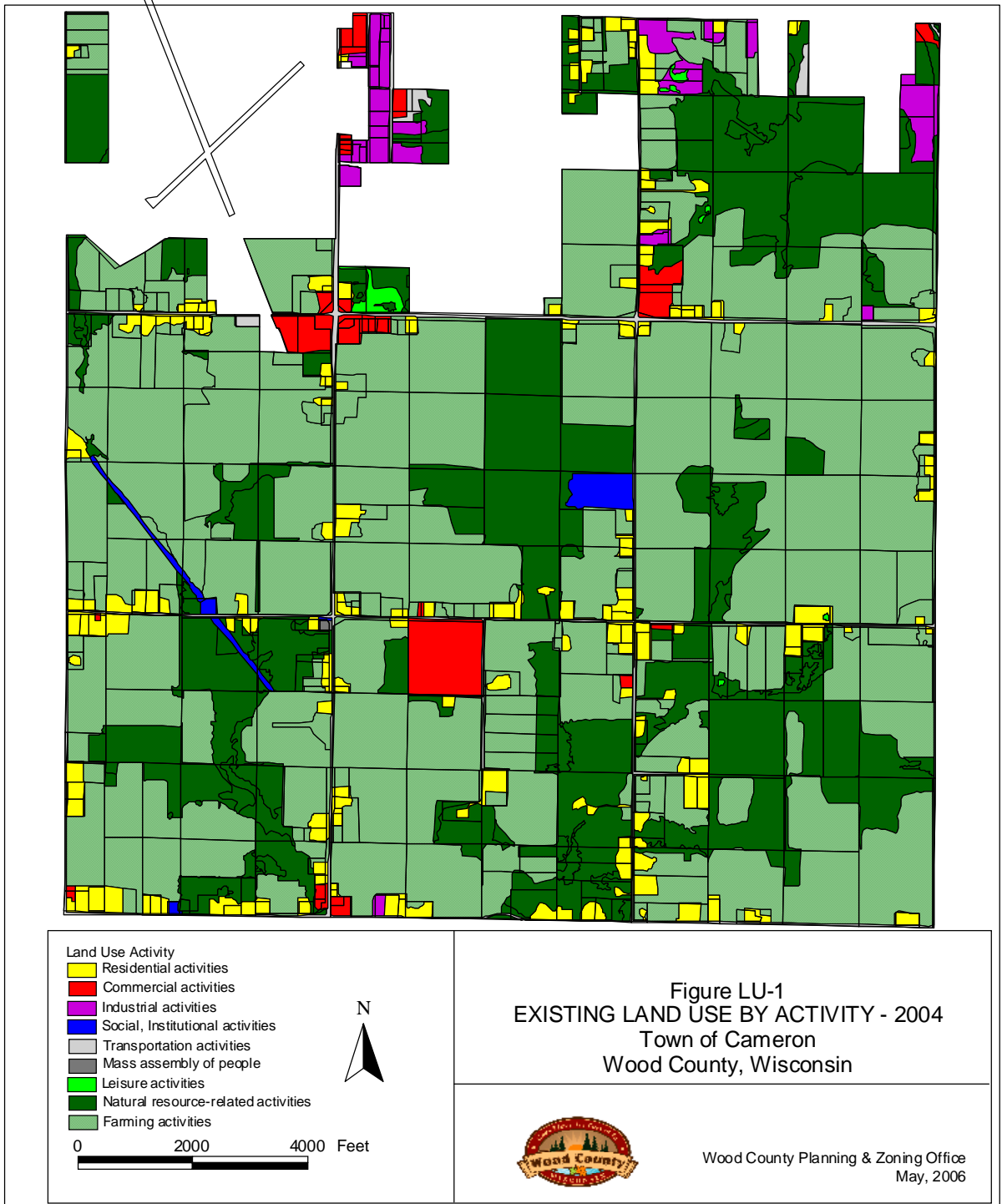
<sup>16</sup> Figures in Table LU-1 differ from information that was presented in the 1994 comprehensive plan for Cameron because a different method of collecting data and interpreting aerial photographs was used for that study.

LBCS* Code	LAND USE BY ACTIVITY ON PARCEL	ACRES	PCT OF TOTAL
1000	Residential activities	253	5.5%
2000	Shopping, business or trade activities	100	2.2%
3000	Industrial, manufacturing and waste-related activities	79	1.7%
4000	Social, institutional or infrastructure-related activities	27	0.6%
5000	Travel or movement activities	91	2.0%
6000	Mass assembly of people	1	0.0%
7000	Leisure activities	10	0.2%
8000	Natural resources-related activities	4,006	87.7%
9000	No human activity or unclassifiable activity	0	0.00%
TOTAL		4566	99.9%

\* Land-Based Classification Standards  
Source: Wood County Planning & Zoning Office, 2004

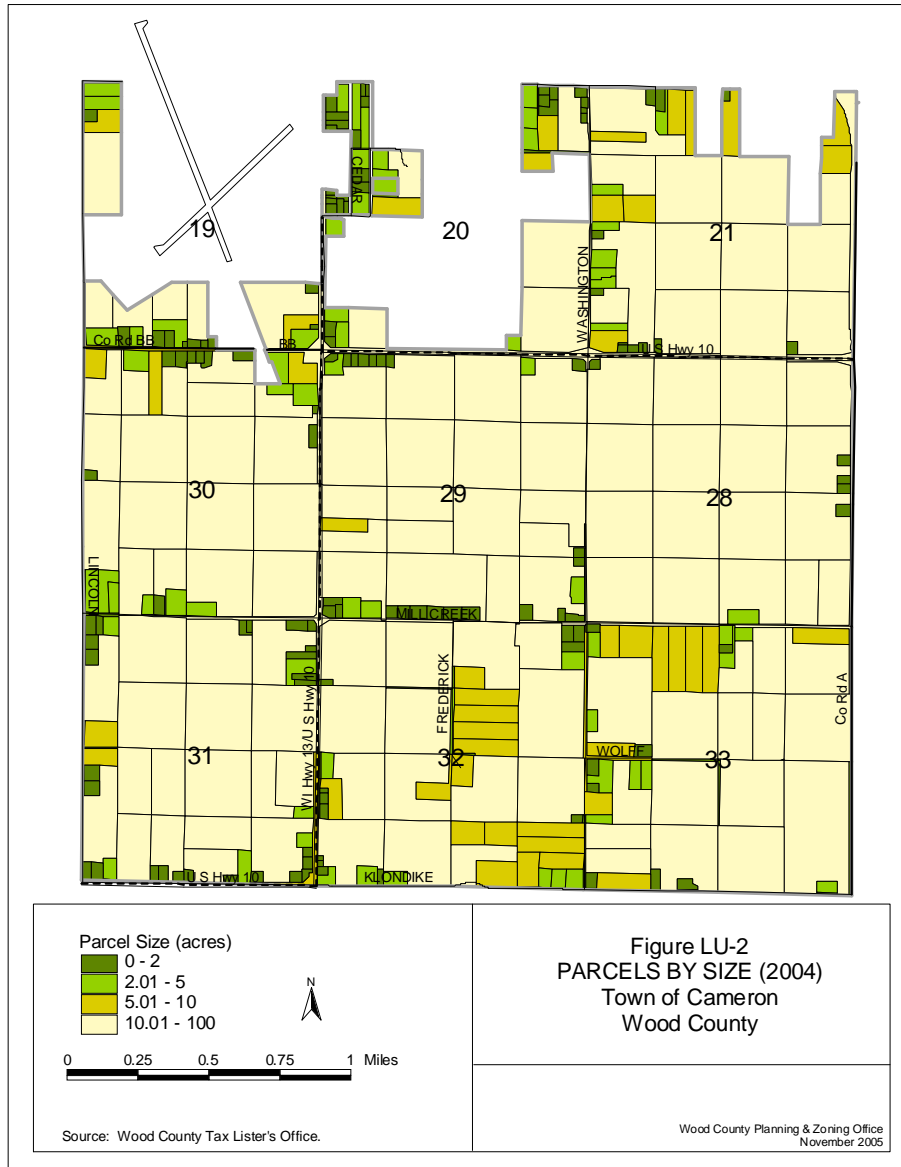
changing land use, especially certified survey maps of 10 acres or less. More than five percent of the total land area, or 245 acres, has been divided into parcels of 10 acres or less by certified survey maps. There is no particular pattern to where these smaller parcels are being created; they seem to be scattered throughout the town. One might think that most of the smaller lots that are being created are located nearer the City of Marshfield, but that is not the case. If residents truly want to maintain their rural environment, as indicated in their community planning survey, town officials will need to study the survey map locations and monitor how many smaller lots are being created and where. These should also be looked at in relation to where other small parcels – those created prior to certified survey map requirements – are located. There are another 488 acres in other lots that are 10 acres or less in size. In total, 733 acres (16%) of the town is divided into parcel that are 10 acres or less in size. Again, there is no specific pattern to the location of these parcels.





Let's look at the smaller parcels in more detail starting with those created by certified survey maps. According to records at the Wood County Treasurer's Office, except for a couple of recorded survey maps, certified survey maps (CSMs) were not being recorded for parcels in Cameron

these 13 survey maps. From 1980 through 1989, 26 new CSMs were recorded, four of these for more than 10 acres. Total acreage in these maps was 183. Land divided into 10-acre or less parcels totaled 58 acres. During the 1990s, 31 maps were recorded for 346 acres. Twenty-three



(its current boundaries) until 1977. During the 1970s and including the couple of certified survey maps prior to then, 13 CSMs were recorded and only two were for more than five acres (one of those was for more than 10 acres). A total of nearly 45 acres was divided into smaller parcels with

CSMs affected 10 acres, but included 89 acres of land. Finally, from 2000 to the end of 2004, 26 maps were filed, 19 of which were for parcels of 10-acres or less in size. Total acreage of those CSMs was 68 and for all 26 maps, the total acreage was 255.

Many other small parcels were created either prior to Wood County's requirement that creation of any new lot that is five acres or less requires a certified survey map or they may have been created when the CSM requirement was for new lots of 2 acres or less in size, or they may have been created by metes and bounds before there were any mapping requirements.

Parcel Size (acres)	Total Acres	Number of Parcels
2 acres or less	168.54	163
2.01 – 5 acres	217.35	70
5.01 – 10.00 acres	346.84	48
More than 10 acres	3,804.98	129
Total	4,537.71	410

Source: Wood County Tax Lister's Records.

Table U-2 lists the acres and number of parcels by size in Cameron. One hundred sixty-three parcels, nearly 40% of all parcels in Cameron, are 2 acres or smaller in size. They total 168.54 acres. Another 70 parcels are between 2.01 and five acres in size and total 217.35 acres. Forty-eight lots range from 5.01 – 10 acres in size and total 346.84 acres. Only 31.5% of all parcels in Cameron are greater than 10 acres in size, but those larger parcels make up about 84% of the total acreage in the town. Figure LU-2 shows the parcels by size.

### *Commercial*

The 2000-code includes shopping, business or trade activities. In Cameron, there are 21 parcels that have some type of commercial activity listed as the primary use. With few exceptions, they are clustered at three locations; the intersection of Highway 13 and Klondike Drive (Klondike Corner), the Intersection of Highways 10 and 13, just south of the Marshfield city limits and at the northeast corner of Highway 10 and Washington Avenue. At the first location, commercial activities that are listed include a restaurant and used car

lot/auto repair. The second location includes two used car lots, a convenience store/gas station, mobile home sales, a restaurant and a commercial sign company. A sports vehicle dealer is located at the third location with a large inventory. In the far northern section of Cameron, along Highway 13, a cluster of commercial activities is located adjacent to city businesses. This cluster includes a muffler shop, plumbing shop, engineering firm, mobile home sales and a trucking company. Other commercial activities are scattered throughout the town and include a truck dealer, greenhouse, garden center, sporting goods shop, a gun shop and an electric shop. All totaled, the 21 commercial activities are located on about 100 acres of land.

New commercial activities will be encouraged to develop along Highway 10, between Highway 13 and Washington Avenue and including those intersections. The Joint Planning Commission of Marshfield and Cameron has planned for and zoned areas of the intersections and a the south side of Highway 10 to a depth of 500 feet for future commercial development.

Other areas of the Town might also experience an increased demand for commercial development, especially after Highway 10 is relocated and reconstructed. For example, Klondike Corner already has commercial uses and could support more, similar commercial development. If that happens, Highway 13, between Highway 10 West and Highway 10 East could experience a demand for infill commercial development. In other parts of the town, it may be possible to create a set of performance standards that must be met before a commercial use is allowed in a district that typically excludes such uses. Traditional zoning separates land uses that might result in danger to health, safety and welfare. For example, a school should not be located next to a shopping center because of the traffic danger to young pedestrians. Performance zoning regulates

the impacts of land uses rather than the uses themselves. For instance, in a typical R-1 single-family residential zone, convenience stores are often not allowed or may only be permitted as a conditional use. Under performance zoning, a convenience store would be allowed as long as the business met certain performance standards relating to noise, air and water pollution, size of building, and parking.<sup>17</sup> This concept of mixed commercial and residential (or agricultural) activities allows people to live and work at the same location. Town officials should consider all the advantages and disadvantages of this concept before adopting ordinance provision allowing mixed uses.

### *Industrial*

Industrial, manufacturing and waste-related activities are identified in the 3000-level code of the land base classification standards. In Cameron, about 78 acres is classified in the 3000-level code, including 18 sites. Businesses include construction companies, self-storage facilities, warehouse and distributors, and various other industrial businesses. Eleven of the 18 sites are located along or very near Highway 13 adjacent to the City of Marshfield, near similar industrial uses or commercial activities. These sites account for 36 of the 78 acres of Cameron's industrial activities. Four of the 18 sites are along 29<sup>th</sup> Street and Washington Avenue and account for 23 acres. An excavating business in the Town's northeast corner is 16 acres in size and two smaller operations, one on Highway 10 and one on Klondike Drive, east of Highway 13, account for about 3 acres of the industrial land.

There are currently no industrial or business parks in the Town and Town officials have no plans to encourage this type of growth in the future. Instead, the Town has worked alongside Marshfield

officials to develop a boundary agreement area that has been set aside for commercial development. The Mill Creek Business Park is surrounded by Cameron properties on three sides, the Marshfield East Side Industrial Park is adjacent to a portion of Cameron and the City's proposed Yellowstone Industrial Park is within a few hundred feet of Cameron's northeast corner. Because industrial uses typically need municipal water and sewer - services that are not available within the Town, Cameron officials realize it is in their best interest to support the City's efforts to attract business and industry to these parks, creating jobs that will benefit Cameron residents. Such development may also result in spin-off businesses or support businesses in Cameron's commercial areas.

### *Social, institutional or infrastructure-related*

The 4000-code includes, among other things, schools and libraries, public safety-related activities, activities associated with utilities and health care or medical facilities. Cameron has 27 acres coded in this area, including utility substations, power lines and pipe lines, the Cameron Fire Department and a cemetery.

The 5000-code, travel or movement activities, includes all types of transportation systems, whether for pedestrians, vehicles (including parking), railroads, aircraft and others that are not present in Cameron. The transportation code includes trucking companies, garage and some roads. While no significant increase in roads is anticipated, the Town may experience small additions where new residential lots are created either by certified survey map or subdivision plat, such as the Craft Subdivision for example.

### *Mass assembly of people*

The Town Hall, located on 0.81 acres, is the only place of mass assembly in Cameron. It is in the 6000-level code.

<sup>17</sup> Daniels, et. al. "The Small Town Planning Handbook", 1995.

### *Leisure activities*

Leisure activities consume only about 10 acres of the land in Cameron. These 7000-level coded land uses include a few small lakes and ponds and an adult entertainment establishment. In the community planning survey, several respondents suggested that alternate uses for agricultural lands could include parks and trails or wildlife areas. As land is converted to residential uses over time, there may be pressure to create a community park or neighborhood playgrounds. That is probably beyond the planning period, but may be worth considering. The Town zoning ordinance could be amended in the future to require a dedication of land for neighborhood recreation areas or fees in lieu of land dedications to provide the Town with a means of saving for a small park in the future, perhaps in conjunction with the town hall.

### *Agricultural and natural resources-related*

Agricultural and natural resources-related activities, the 8000-code, are the largest category by far in the Town of Cameron, with nearly 88% of the land classified in this area. Under the LBCS, natural resources-related activities include farming activities, mining and quarrying and logging. In Cameron, farm and agriculture-related activities account for 67% of the land area. Forests and forested wind breaks account for another 20%.

Agriculture-related land uses continue to be an important factor in Cameron. In the community planning survey, nearly 20% of the respondents said the Town should preserve the remaining farmland "at all costs." Most respondents though, 56%, say it is important to protect farmland, but allow residential development in areas that are unsuitable for agricultural uses. An example would be to allow homes to be constructed in a wooded area that is not tillable or suitable for pasturing livestock.

This idea has merit as long as consideration is given to any adjoining farm operations that may, by the very nature of farming, create dust, noise or odors. Wisconsin farmers are protected against nuisance litigation through the "right-to-farm" law, which grants farmers immunity from nuisance ordinances for standard farming practices. However it is better to avoid situations that would invoke litigation through careful planning of future development.

### **Potential Conflicts**

Unincorporated towns that are adjacent to growing cities and villages will inevitably have some conflicts caused by growth of the neighboring community. The so-called conflicts are often nothing more than growing pains that can be resolved fairly easily if the two communities sit down and plan the growth cooperatively. Some of the potential conflicts in the Town of Cameron are listed below, along with a discussion of each and ideas as to how they might be resolved.

### **Suburban Development**

The Town of Cameron is going to be affected by City of Marshfield for a number of reasons. First, Marshfield is where the jobs are. In the Town's planning survey, the majority of respondents indicated that they work in either the medical/health field or in retail sales in the City of Marshfield. Marshfield has a diverse employment base that has continued to grow, producing new employment opportunities for the entire area. The health care field is the major employer of Town residents and, with continuing expansions of the Marshfield Clinic, an increase in employment potential is expected. The growth in this industry will likely have additional influences on development in the Town, primarily demand for more residential development space. The Mill Creek Business Park has potential for more office development with very easy access for Cameron residents. This is one

reason for Cameron's policy of encouraging new commercial development in that park.

Marshfield's second influence on Cameron is the potential for annexation. As the city continues to grow, it will eventually utilize the available land within its borders and need to expand. Cameron and Marshfield have already developed a working relationship, creating a boundary agreement and joint plan commission to develop a comprehensive plan for the boundary agreement area and to monitor development in the border areas. Development that has already occurred along the boundary of these communities includes commercial establishments and a large residential subdivision. The relocation of Highway 10 will make continue cooperation between these communities very important for both.

The Town of Cameron also participated with Marshfield in planning future sewer extensions for a 20-year period from 2000 to 2020.<sup>18</sup> In that plan, parts of the Cameron are delineated to receive sanitary sewer during the planning period (Figure U-1, Utilities & Community Facilities Element).

### **Cost of Providing Services**

General revenue sharing has been the topic of discussions and proposals at the state level for several years. Cuts in revenue sharing in recent years, coupled with tax freezes, have had a drastic affect on every level of government in Wisconsin. At the town level, services that have felt the impact include fire protection, ambulance service, road maintenance, snow plowing, garbage collection and more. Cameron has entered agreements with their neighbors to provide or share certain services to help with the financial situation and to continue to

provide essential services. Under current fiscal policies, the Town needs to continue to be innovative and cooperative with adjoining towns, the City of Marshfield and Wood County.

### **Management of Private On-Site Waste Treatment Systems (POWTS)**

The five towns near the City of Marshfield, including Cameron, have had 50 percent of all holding tank permits issued in Wood County since 1970 and 56 percent of the existing holding tank capacity.<sup>19</sup> As shown in Table U-1 in the Utilities and Community Facilities element, 100% of all systems installed in Cameron since 1980 have been holding tanks. Recent changes in Chapter Comm 83 of the Wisconsin Administrative Code provides that new technology systems can be used in more marginal soil conditions, but acceptance of those systems has been hampered by their high cost. Because holding tanks are a system of last resort<sup>20</sup>, however, town officials, when asked about private sewage systems, should encourage homeowners to contact the Wood County Planning & Zoning Office or their plumber for more information. If demand for land for residential development increases, other considerations of town officials could include encouraging development to locate near Marshfield to allow for future expansion of sewer lines or the development of a cooperative sewage district with surrounding Towns to handle the treatment of effluent from holding tank systems in the Town.

### **Protecting the 'Rural Character' of the Town of Cameron**

Three of every four community planning survey respondents said that maintaining the Town's current [rural] landscape is important. Most agreed to

<sup>18</sup> Marshfield Sewer Service Area Planning Advisory Committee, Marshfield Sewer Service Area Plan 2000-2020; An Areawide Water Quality Management Plan, August, 2000.

<sup>19</sup> Wood County Planning & Zoning Office.

<sup>20</sup> Section 702.04 (4), Wood County Private Sewage System Ordinance #702, January 1, 2001.



allowing more residential development, favoring single-family homes on large, scattered lots and nearly 80% don't think there is a problem with placement of housing and/or unplanned residential development in the town.<sup>21</sup> The combination of these responses sends an important message to the Town Plan Commission and Town Board when preparing the future land use plan for Cameron. Many comments that were submitted with these responses suggested a need for more planning to keep urban sprawl to a minimum while maintaining the current landscape as much as possible.

The challenge will be to allow for new development while preserving the character that has brought the people here in the first place. The Town should continue to work with the City on boundary and transition issues to accomplish this goal while selecting the best areas for additional residential development in areas not suitable for agricultural purposes, yet that will be compatible with those agricultural uses.

### **Preserving Prime Farmland**

Related to the discussion above is the desire to preserve prime farmland. This is an important decision, not only locally, but at the regional, state and national level as well. It could be argued that, because of our society's system of land ownership, it is the farmer who ultimately controls the development of land, it is the farmer who decides when to sell land and for what purpose. If farming is more profitable than subdividing, development would be minimal outside of the cities. The need for open land increases and drives the value of land up as cities encroach on rural areas. This pressure on farmland is usually the trigger that brings development. Cameron farmers have and will continue to face this dilemma.

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<sup>21</sup> Town of Cameron Plan Commission, Town of Cameron Comprehensive Planning Survey 2004, February 2004, pg. 10-11.

State programs such as Farmland Preservation and use value taxation may have an impact on development pressures if implemented. Other social factors such as low prices paid farmers for their products, an aging farmer population and a reluctance of young persons to enter the field of farming will work against careful planning and make more land available for potential development. The Town of Cameron has some of the best farmland in Wood County and, as such, has an opportunity to help preserve prime farmland by protecting it from encroachment of other non-farm uses through the local zoning ordinance.

### **Goals, Objectives, Policies and Programs**

It is the desire of Cameron residents to retain the rural character of the town, yet allow residential development on land that is not suitable for agricultural uses. While retain the rural character is important, it is acknowledged that the City of Marshfield will continue to expand into Cameron because of the planned improvements to U. S. Highway 10, the location of Mill Creek Business Park, the location of Marshfield's East Side Industrial Park and continued growth of the Marshfield Clinic and Saint Joseph's Hospital. The overall land use objective in Cameron is to plan for the new urban growth that will come from Marshfield while protecting the Town's natural resources and rural character.

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#### **Goal: Work with adjacent towns and the City of Marshfield on boundary issues and cooperative growth management.**

##### Objectives:

- Continue to participate on the Joint Planning Commission with the City of Marshfield to make sound planning decisions that will accommodate new urban growth on the City's perimeter while keeping urban sprawl tendencies in check.

- Monitor proposed amendments to the city's sewer service area plan and provide input when boundary changes are proposed in Cameron.

- Encourage open dialogue with adjacent towns to discuss common issues regarding urban growth and share ideas for managing that growth.

- Allow for small commercial enterprises that are compatible with neighboring properties, but encourage larger commercial developments to locate in the City of Marshfield where public services, such as sanitary sewer, water and police and fire protection can be provided most efficiently and cost effectively.

**Policies:**

- The Town of Cameron will support coordinated planned growth in the Marshfield urban area.

- The Town of Cameron will participate on area committees that make planning decisions that impact the Town.

- Provide letters of support and participate with the City of Marshfield in marketing of the Mill Creek Business Park by encouraging larger commercial developments that require municipal services to locate in that business park.

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**Goal: Preserve the Town's current rural landscape.**

**Objectives:**

- Preserve prime agricultural land by encouraging participation in Wisconsin's Farmland Preservation Program.

- Provide zoning standards that encourage agricultural activities in the best farming areas of the Town, while, at the same time, protect farm operations from encroachment from conflicting urban lifestyles.

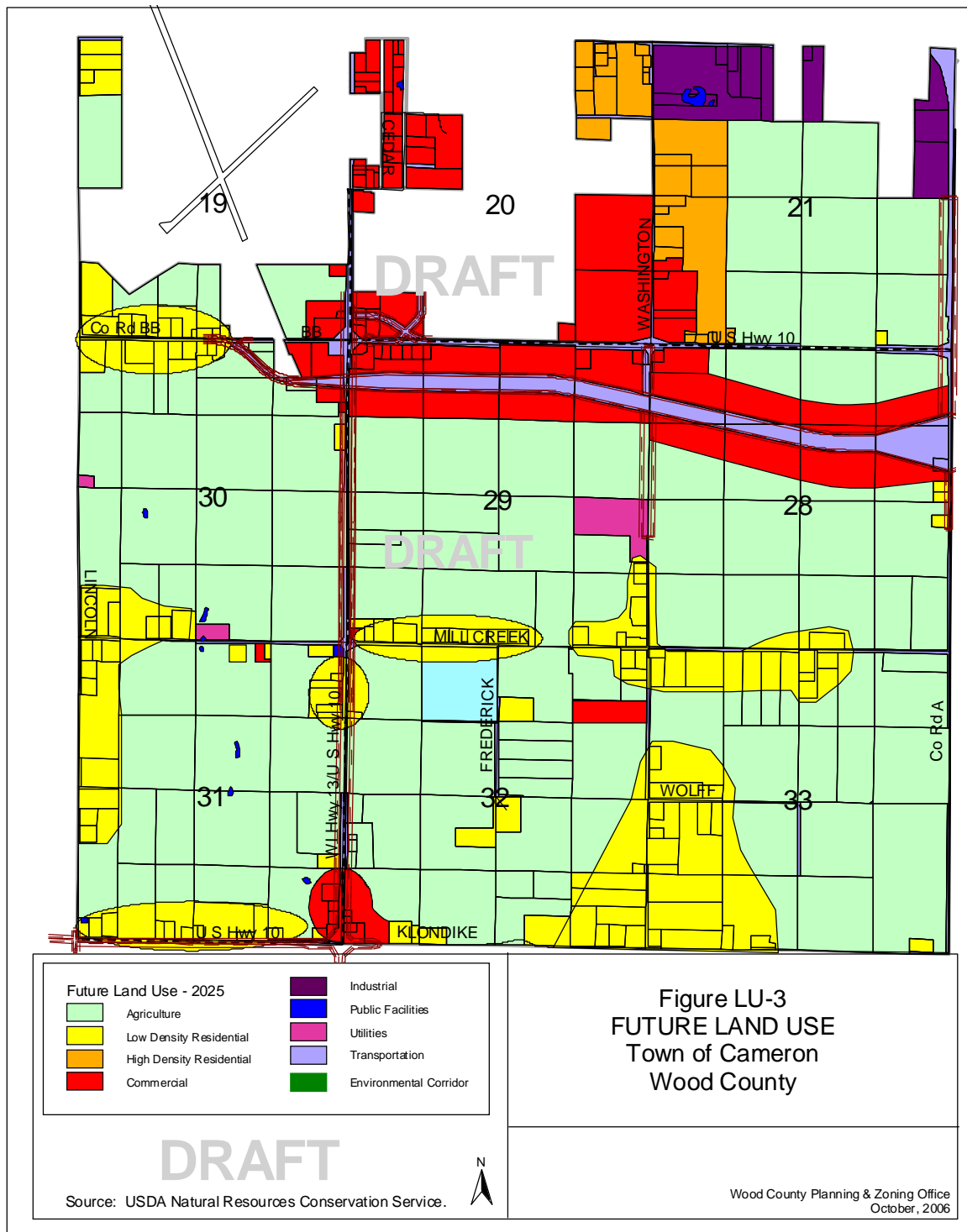
- Encourage rural residential development on sites that are not currently used for agricultural purposes.

- Reduce the number of acres that is being taken out of production by large lot residential uses by encouraging cluster developments and development on less productive soils and soils that are marginal for other agricultural uses and practices.

**Policies:**

- The Town of Cameron will attempt to manage residential development through its future land use plan and zoning ordinance to preserve an overall rural landscape.

- Consider adding an additional agricultural district to the zoning ordinance to allow for different densities and minimum lot sizes for agricultural areas and agricultural areas that are in transition to urban activities.



## 9. IMPLEMENTATION

### Plan Adoption

The first step toward implementation of the comprehensive plan is adoption of the plan by the Town Board. Wisconsin Statute 66.1001 provides specific procedures that are necessary to adopt the plan. As allowed by statute, the Cameron Town Board has delegated the responsibility of preparing and maintaining the comprehensive plan to the Cameron Plan Commission. Upon completion of the plan, the Plan Commission must adopt a resolution by a majority vote of the entire commission before sending the plan to the Town Board for adoption.<sup>22</sup> The comprehensive plan does not take effect until Town Board enacts an **ordinance** that adopts the plan and that ordinance cannot be adopted unless the plan contains all of the elements specified by the comprehensive planning statute.<sup>23</sup> At a minimum, a class 1 public notice is required to be published at least 30 days before the hearing is held.<sup>24</sup> Once adopted and no later than January 1, 2010, if the Town has official mapping, local subdivision regulations, a town zoning ordinance, or zoning of shorelands or wetlands in shorelands, those actions “shall be consistent with that local governmental unit’s comprehensive plan.”<sup>25</sup> In Cameron, this statutory requirement will affect the Town’s zoning ordinance and any other land use-related ordinance or program that the Town may adopt.

The following paragraphs provide a discussion of options that are authorized under Wisconsin law to implement a comprehensive plan at the town level.

<sup>22</sup> Chapter 66.1001 (4) (b), Wisconsin Statutes, 2003-2004.

<sup>23</sup> Ibid.

<sup>24</sup> Ibid.

<sup>25</sup> Ibid.

### Zoning Ordinance

The zoning ordinance is the most common land use regulatory tool that is used in rural Wisconsin communities. The Town of Cameron first adopted a local zoning ordinance in 1963. Because Cameron has adopted village powers under Wisconsin Statute 60.22, they will adopt their comprehensive plan under §62.23, Wisconsin Statutes. Under that statute, zoning “regulations shall be made in accordance with a comprehensive plan...”<sup>26</sup> The contents of a comprehensive plan are defined in the new planning legislation, Wisconsin Statute 66.1001. The relationship between the plan and the zoning ordinance is easy to understand if one considers that the plan identifies a pattern of desired land use development and the zoning ordinance specifies the range of conditions of use that can occur on parcels of land pursuant to the plan. In this relationship, the zoning ordinance is clearly a tool to implement the land use recommendations of the general plan, and in Wisconsin, it is a statutory requirement.

An effective and manageable planning tool, zoning offers many possibilities for confronting the issues presented in this comprehensive plan. Natural conditions such as geology or geography are very difficult, if not impossible, to alter. Zoning is an acceptable solution because of the characteristics of the land. Fitting compatible uses with suitable natural conditions saves expense for the landowner or homeowner as well as protects natural conditions.

Zoning traditionally creates different zones, or districts, for various land uses. Each district has some clearly permitted uses and other uses requiring approval of a zoning board for specific site proposals. Other uses are prohibited. Flexibility can be

<sup>26</sup> Chapter 62.23 (7) (c), Wisconsin Statutes, 2003-2004.

built into the zoning ordinance to allow for some variance in land use rules. This is important because the unique characteristics of some lands preclude them from being categorized to be used the same as other lands in a specific zoning district. For example, odd-shaped lots may preclude a parcel from meeting lot line setbacks, while the lot may, in fact, contain adequate area for development. Recent trends in zoning include some mixing of uses where the uses are compatible with one another and with neighboring properties and where neither use creates a nuisance, health hazard or safety hazard to other area uses. This may be an option for parts of Cameron.

### **Subdivision Ordinance**

As a comprehensive plan implementation tool, subdivision regulations attempt to minimize the creation of lots that fail to satisfy zoning or sanitary ordinances. The control of land splits promotes the dedication and reservation of land for roadways and drainage ways. In addition, landowners benefit from an effective subdivision code by assuring that properties don't overlap when new parcels are created by metes and bounds land descriptions. Most towns rely on the County to monitor and regulate land divisions, although they can put their own review provisions in place with an ordinance.

### **Capital Improvement Program**

A capital improvement program (CIP) is a plan for the capital expenditures of the Town over a period of years, usually five years. The CIP addresses the Town's capital needs that require attention during the period and helps establish priorities and financing for those needs. A capital budget is a concurrent document that outlines the plans for the expenditure of funds for capital projects. A tax impact analysis, or development impact analysis, is sometimes used to develop the CIP and helps Town officials determine both the advantages and disadvantages of various projects or

developments. Capital improvement programs are very useful, especially when the supply of money is short and the demand for services or improvements is high. The Town of Cameron uses capital improvement planning for road improvements and other capital expenditures.

### **Official Street Map**

As a supporting document to a land use plan and map, the Official Street Map is a valuable tool. The Official Street Map is a legal document that must be adopted by the Town Board after public hearing. According to State law, "The map is conclusive with respect to the location and width of streets, highways, waterways and parkways, and the location and extent of railroad rights-of-way, public transit facilities, parks and playgrounds shown on the map. The official map is declared to be established to conserve and promote the public health, safety, convenience or general welfare."<sup>27</sup>

State law also allows the official street map to be used as a planning document. Section 62.23(c), of the law, allows a community to "amend the official map of the city so as to establish the exterior lines of planned new streets, highways, historic districts, parkways, railroad rights-of-way, public transit facilities, waterways, parks or playgrounds, or to widen, narrow, extend or close existing streets, highways, historic districts, parkways, railroad rights-of-way, public transit facilities, waterways, parks or playgrounds. No such changes may become effective until after a public hearing concerning the proposed change..."

Although the Town of Cameron does not have an official street map, they are within the extraterritorial plat review area of the City of Marshfield. Marshfield does have an official street map that will affect

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<sup>27</sup> Chapter 62.23 (6) (b), Wisconsin Statute, 2003-2004.

future development in Cameron. The future land use plan for Cameron shows the current rendition of the Marshfield Official Street Map as it relates to Cameron.

### **Livestock Facility Siting Law**

The Wisconsin Livestock Facility Siting Law (§ 93.90, Wis. Statutes) was designed to allow the siting of new and expanded livestock facilities while, at the same time, retaining some local government authority over the facilities that are covered by this law.

The livestock facilities siting law and subsequent administrative rules (Chapter ATCP 51, Wisconsin Administrative Code) sets forth standards that can be applied to new livestock facilities that are over 500 animal units in size and existing livestock facilities that expand more than 20% after May 1, 2006 and will have over 500 animal units after the expansion. The standards do not apply to existing facilities, regardless of size, unless the existing facility expands more than 20% in animal units after May 1, 2006.

There are state standards for odor management, runoff management, nutrient storage and other activities associated with livestock facilities, but they do not apply in a town or county unless the respective board adopts an ordinance to make them apply. The Town of Cameron, when reviewing the local zoning ordinance for consistency with this plan, should consider, at that time, if they want to regulate livestock facilities that fall under ATCP 51.

### **Town of Cameron Planning Administration**

With the comprehensive planning process, the Town of Cameron has established a hierarchy for their planning and, possibly, future zoning activities. Pursuant to appropriate Wisconsin Statutes, the Plan Commission has been established

to prepare and amend the Town's comprehensive plan.<sup>28</sup> That same group could be delegated the responsibility of amending the zoning ordinance for consistency with the comprehensive plan and for reviewing amendment proposals thereafter, making recommendations to the Town Board for adoption or denial. Plan Commission functions and duties are spelled out in the following paragraphs.

#### Plan Commission Function

The relationship of the town plan commission and the town board is important. The town board consists of elected officials and is primarily a policy-making body charged with conducting the town's affairs. The plan commission is an appointed body with the main duty of developing a plan and implementation measures for recommendation to the town board for adoption. The plan commission should, therefore, function in a more objective fashion than the town board, but must realize that, in developing plans and ordinances, it operates within a political system where the town board has the final say.

The plan commission can be of great assistance to the town board by involving citizens and developing expertise in planning, which can be a time-consuming and controversial undertaking, thereby freeing the town board to carry out its other functions. The plan commission is an appointed body whose policy-making function is advisory-only to the town board. If the town board wishes to delegate additional powers to the plan commission, beyond advisory powers, it may do so. For example, the town board may allow the plan commission to issue conditional use permits under town zoning under village powers and allow it to approve subdivision plats.

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<sup>28</sup> Chapter 62.23 provides for the appointment of the Plan Commission and Chapter 66.1001 (4) (b) authorizes the Plan Commission to prepare and amend the comprehensive plan.

There needs to be a good working relationship between the plan commission and the town board because the existence of an adopted comprehensive plan and implementation measures depends upon both bodies – the plan commission to develop the proposals with public support and the town board to support the effort and ultimately adopt the legislation and implementation programs.

### Plan Commission Structure

A plan commission is created by town ordinance under s. 62.23, Wisconsin Statutes. The ordinance may create a 7-member commission<sup>29</sup>, or, if the town is under 2,500 population, a 5-member commission.<sup>30</sup> A town under 2,500 population may, by ordinance, change from a 5- to a 7-member commission and vice versa. The town chairman appoints the members and chooses the plan commission chair. Elected and appointed town officials may be appointed to the commission. There must, however, be at least three citizen members who are not town officials on the 7-member commission and one citizen member who is not a town official on the 5-member commission.<sup>31</sup>

### Plan Commission Powers and Duties

The powers and the duties of the plan commission are spelled out in state statutes and applicable town ordinances. The primary duty of the commission is to develop the town's comprehensive plan, under the specifications of Chapter 66.1001, Wisconsin Statutes. Under statutory requirements, the plan commission must solicit citizen participation and intergovernmental communication and coordination in developing the plan. The plan commission must oversee coordination

and development of the comprehensive plan and, once completed, forward the plan to the town board by formal resolution.

After the comprehensive plan has been adopted, the zoning ordinance will be amended to reflect the goals, objectives, policies and programs of the plan. Updating and maintaining the zoning ordinance is the function of the Town Zoning Committee. Although the zoning committee is a different group from the Plan Commission, the two bodies coordinate their efforts to assure a seamless transition from the comprehensive plan to the zoning ordinance. Many communities charge one commission with both duties.

### **Plan Amendments and Monitoring**

The plan amendment process can be as important as the initial development and adoption of the plan. Monitoring those changes is also important. Monitoring changes can assist the Plan Commission and Town Board to strive for consistency in applying standards and in making changes to either the text or the future land use map.<sup>32</sup> Following is the process that will be used in the Town of Cameron for amending the plan and monitoring those changes.

### Plan Amendments

The comprehensive plan is a dynamic document. That is, as conditions change in the Town, the plan may change as well. Examples include changing economic conditions – if a new manufacturer chooses to locate in the Town or Marshfield, there may be new demands for roads, housing sites, schools, municipal well sites, etc.; or impacts of the proposed Highway 10 relocation – the new route may result in unforeseen impacts on land use

<sup>29</sup> Chapter 62.23 (1), Wisconsin Statutes, 2003-2004.

<sup>30</sup> Chapter 60.62 (4), Wisconsin Statutes, 2003-2004.

<sup>31</sup> Chapter 60.62 (4) (b) and (c), Wisconsin Statutes, 2003-2004.

<sup>32</sup> We are not talking about the zoning map here. It is also important to be consistent when making zoning amendments and there should be a plan to monitor zoning changes. This discussion, however, deals with the comprehensive plan and the future land use plan map.

(i.e., agricultural uses to commercial or residential uses – this has already been seen with the development of a joint planning area comprehensive plan). Town officials must be able and ready to react by amending the plan to reflect such drastic changes. Care must be taken, however, not to amend the plan on a routine basis, or the process may lose its importance and be looked upon as just another bureaucratic hoop that restrains development or, more likely, a rash of amendments may result in conflicting land uses. This is why it is important to establish local planning goals and review those goals on a regular basis and develop objectives that will help the decision makers achieve those goals.

The amendment process is rather straight forward (the flow chart at the end of this section, shows the process for amendments). The first step can be either a petition from a town resident or property owner or a proposal by the plan commission, zoning committee or town board. The petition can be for either a change in the plan's text, such as a change in goals or objectives, or a change to the future land use map. Remember, zoning ordinance, subdivision ordinance and official street map, should the town choose to create any of these, must comply with the comprehensive plan.<sup>33</sup> That petition is referred to the Plan Commission for review and recommendation to the Town Board.

The second step is review by the Plan Commission. Their review can include visiting the site, meeting with the petitioner to discuss the reason for the request, obtaining professional planning input from the Wood County Planning & Zoning Office or a consultant, or meeting as a commission to discuss the merits of the proposal.<sup>34</sup> Third, the Plan Commission will make a recommendation, in writing, to the Town

Board. The Town Board will then publish a notice for a public hearing and hold a hearing on the proposal to get input from any interested persons. They should keep a written transcript or, at the very least, detailed minutes of the testimony. Following the hearing, the Town Board will make a decision in the form of a motion to amend the comprehensive plan. The Board can make a decision immediately following the public hearing or they can set a time to meet later to make the decision, allowing additional time to receive written testimony about the proposal. The Board's options are to accept the recommendation, modify it, deny it, or send it back to the Plan Commission for further study. They should provide the petitioner a copy of the decision in writing. If the petitioner is not satisfied with the decision, he can submit a new petition, submit a new petition with revisions to the proposal, appeal the decision to the Circuit Court, or do nothing. Of course, the petitioner also has the option of rescinding the petition at any time during the process.

### Monitoring

Monitoring changes over time is also relatively easy. Changes can be documented simply by maintaining a file of each change, including copies of the:

- petition for amendment or minutes of the Plan Commission meeting where an amendment was initiated,
- minutes of all Plan Commission meetings where the proposal was discussed,
- Plan Commission's written recommendation to the Town Board,
- notice of public hearing,
- public hearing transcript or detailed minutes of the hearing,
- decision of the Town Board, including their rationale or justification for their decision,
- notice to petitioner of Town Board decision.

<sup>33</sup> Chapter 66.1001 (3), Wisconsin Statutes, 2003-2004.

<sup>34</sup> All meetings of plan commissioners must comply with the Wisconsin Open Meetings Law.



These files should be maintained in a safe place in case the decision is challenged by either the petitioner, in the case of a denial, or by someone who opposed the amendment proposal. Be sure to keep record of the reasons for the Board's decision to refer to if the decision is challenged, or to refer to when a comprehensive review of the plan is done in ten years (or sooner) from adoption.

### COMPREHENSIVE PLAN AMENDMENT PROCESS

